DOCUMENT RESUME

ED 093 761 SO 007 613

| | |
|---|---|
| TITLE | Community Schools: Hearing before the General Subcommittee on Education of the Committee on Education and Labor, House of Representatives, Ninety-Third Congress, First Session on H.R. 972, H.R. 6697, and H.R. 10049. |
| INSTITUTION | Congress of the U.S., Washington, D.C. House Committee on Education and Labor. |
| PUB DATE | 6 Sep 73 |
| NOTE | 104p.; Not available from the Superintendent of Documents |
| AVAILABLE FROM | Inquire with the House General Subcommittee on Education |
| EDRS PRICE | MF-$0.75 HC-$5.40 PLUS POSTAGE |
| DESCRIPTORS | Community Resources; *Community Schools; Community Service Programs; *Educational Legislation; Educational Programs; Federal Aid; *Federal Legislation; Government Publications; Government Role; *National Programs; *Recreational Programs |

ABSTRACT

This report contains hearings before the 93rd Congress on the Community School Center Development Act, contained in bills H.R. 972, H.R. 6697, and H.R. 10049. The purpose of the act is to provide recreational, educational, and a variety of other community and social services through the establishment of community schools. The report contains the complete text of the three bills as well as statements by educators, congressmen and association members advocating, opposing, and offering suggestions for modifying the bills. Supplemental material provided in the report includes articles on community education from various sources such as the Christian Science Monitor and the Community Education Journal. Brief summaries on the history and activities of already existing community schools are also presented. (Author/RM)

SO

# COMMUNITY SCHOOLS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

JUN 7 1974

ED 093761

SO 007 613

## HEARING

BEFORE THE

## GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

## COMMITTEE ON EDUCATION AND LABOR

## HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

FIRST SESSION

ON

## H.R. 972, H.R. 6697, and H.R. 10049

BILLS TO PROMOTE DEVELOPMENT AND EXPANSION OF COMMUNITY SCHOOLS THROUGHOUT THE UNITED STATES

---

HEARING HELD IN WASHINGTON, D.C., SEPTEMBER 6, 1973

---

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

U.S. GOVERNMENT PRINTING OFFICE
28-662 WASHINGTON : 1973

## COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, Chairman

FRANK THOMPSON, Jr., New Jersey
JOHN H. DENT, Pennsylvania
DOMINICK V. DANIELS, New Jersey
JOHN BRADEMAS, Indiana
JAMES G. O'HARA, Michigan
AUGUSTUS F. HAWKINS, California
WILLIAM D. FORD, Michigan
PATSY T. MINK, Hawaii
LLOYD MEEDS, Washington
PHILLIP BURTON, California
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
SHIRLEY CHISHOLM, New York
MARIO BIAGGI, New York
ELLA T. GRASSO, Connecticut
ROMANO L. MAZZOLI, Kentucky
HERMAN BADILLO, New York
IKE ANDREWS, North Carolina
WILLIAM LEHMAN, Florida
JAIME BENITEZ, Puerto Rico

ALBERT H. QUIE, Minnesota
JOHN M. ASHBROOK, Ohio
ALPHONZO BELL, California
JOHN N. ERLENBORN, Illinois
JOHN DELLENBACK, Oregon
MARVIN L. ESCH, Michigan
EDWIN D. ESHLEMAN, Pennsylvania
WILLIAM A. STEIGER, Wisconsin
EARL F. LANDGREBE, Indiana
ORVAL HANSEN, Idaho
EDWIN B. FORSYTHE, New Jersey
JACK F. KEMP, New York
PETER A. PEYSER, New York
DAVID TOWELL, Nevada
RONALD A. SARASIN, Connecticut
ROBERT J. HUBER, Michigan

---

### GENERAL SUBCOMMITTEE ON EDUCATION

CARL D. PERKINS, Kentucky, Chairman

LLOYD MEEDS, Washington
WILLIAM D. FORD, Michigan
AUGUSTUS F. HAWKINS, California
PATSY T. MINK, Hawaii
SHIRLEY CHISHOLM, New York
MARIO BIAGGI, New York
HERMAN BADILLO, New York
WILLIAM LEHMAN, Florida
IKE ANDREWS, North Carolina

ALPHONZO BELL, California
JOHN M. ASHBROOK, Ohio
EDWIN B. FORSYTHE, New Jersey
PETER A. PEYSER, New York
WILLIAM A. STEIGER, Wisconsin
DAVID TOWELL, Nevada

# CONTENTS


Page

Text of bills:
H.R. 972 ..... 1
H.R. 6697 ..... 5
H.R. 10049 ..... 9

Statement of—
Cohen, Dr. Wilbur, dean, School of Education, University of Michigan.. 20
Lehman, Hon. William, A Representative in Congress from the State of Florida ..... 17
Mott, C. S. Harding, president, Mott Foundation; accompanied by Dr. Curtis VanVoorhees, president, National Community School Education Association ..... 33
Riegle, Hon. Donald W., Jr., a Representative in Congress, from the State of Michigan ..... 13
Tasse, Dr. Louis, supervisor, Dade County Community Schools, Florida, George Eyster, executive director, Appalachian Adult Education Center, Morehead State University, Morehead, Ky., and Hon. Jerome Hughes, chairman, State Senate Education Committee, State of Minnesota, a panel ..... 53

Prepared statements, letters, supplemental material, etc.:
Bassinger, Grace C., coordinator, Legislative Activity, National PTA:
"Community School," a publication article ..... 76
Statement of ..... 73
Cohen, Dr. Wilbur, dean, School of Education, University of Michigan, statement by ..... 20
Crowell, Mrs. Frank H., president, North Carolina Congress of Patents and Teachers, letter to Chairman Perkins, dated August 30, 1973... 80
Deem, Richard L., graduate intern, Brigham Young University Regional Center for Community School Development, letter to Chairman Perkins, dated September 21, 1973 ..... 84
Dirk, Frank, superintendent of schools, Toledo, Ohio, letter to Chairman Perkins, dated August 31, 1973 ..... 82
District of Columbia Public Schools, "The Community School Program in the District of Columbia," a report ..... 84
Gleazer, Edmund J., Jr., American Association of Community and Junior Colleges, letter to Chairman Perkins, dated September 21, 1973 ..... 81
Lehman, Hon. William, a Representative in Congress from the State of Florida, statement of ..... 15
Mott, C. S. Harding, president, Charles Stewart Mott Foundation, Flint, Mich., statement of ..... 34
National Ombudsman Advisory for Community Service Learning:
"Community Ombudsman Alert," an article ..... 96
"High School Kids to Get Credit In or Out of Classes," a newspaper article ..... 96
National Communication Laboratories, statement of ..... 100
"Standards for Defining the School Day," a publication article... 97
Statement on school community services ..... 94
"Wastebasket Art Does Its Thing As Ecology Saver," a newspaper article ..... 99
National Recreation and Park Association, statement of ..... 78
Riegle, Hon. Donald W., Jr., a Representative in Congress from the State of Michigan, statement of ..... 15
Tasse, Louis J., supervisor, Dade County Schools, Community Schools, Florida, statement of ..... 61
Willman, Allen, Duluth, Minn., letter to Congressman Quie, dated September 1, 1973 ..... 72

# COMMUNITY SCHOOLS

THURSDAY, SEPTEMBER 6, 1973

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
*Washington, D.C.*

The subcommittee met at 9:30 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Steiger, Quie, William Ford, and Lehman.

Staff member present: Jack Jennings, counsel.

[The texts of H.R. 972, H.R. 6697, and H.R. 10049 follow:]

[H.R. 972, 93d Cong. 1st sess.]

A BILL To promote development and expansion of community schools throughout the United States

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION 1. This Act may be cited as the "Community School Center Development Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to provide recreational, educational, and a variety of other community and social services through the establishment of the community school as a center for such activities in cooperation with other community groups.

DEFINITIONS

SEC. 3. As used in this Act the term—

(1) "Commissioner" means the Commissioner of Education;

(2) "State" includes, in addition to the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(3) "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of State elementary and secondary education or, if there is no such officer or agency, an officer or agency designated by the Governor or State law;

(4) "Council" means the Community Schools Advisory Council;

(5) "institution of higher education" means an educational institution in any State which (A) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate, (B) is legally authorized within such State to provide a program of education beyond secondary education, (C) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (D) is a public or other nonprofit institution, and (E) is accredited by nationally recognized accredit-

ing agency or association or, if not so accredited, (i) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or (ii) is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. Such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provision of clauses (A), (B), (D), and (E). For purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered;

(6) "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or any combination thereof as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency having administrative control and direction of a public elementary or secondary school; and

(7) "community school program" means a program in which a public elementary or secondary school is utilized as a community center operated in cooperation with other groups in the community to provide recreational, educational, and a variety of other community and social services for the community that center serves.

## TITLE I—COMMUNITY EDUCATION CENTER GRANTS

SEC. 101. (a) The Commissioner shall make grants to institutions of higher education to develop and establish programs in community education which will train people as community school directors.

(b) Where an institution of higher learning has such a program presently in existence, such grant may be made to expand the program.

### APPLICATIONS

SEC. 102. A grant under this title may be made to any institution of higher education upon application to the Commissioner at such time, in such manner, and containing and accompanied by such information as the Commissioner deems necessary. Each such application shall—

(1) provide that the programs and activities for which assistance under this title is sought will be administered by or under the supervision of the applicant;

(2) describe with particularity the programs and activities for which such assistance is sought;

(3) set forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this title; and

(4) provide for making such reasonable reports in such form and containing such information as the Commissioner may reasonably require.

### AUTHORIZATION OF APPROPRIATIONS

SEC. 103. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

## TITLE II—GRANTS FOR COMMUNITY SCHOOLS

SEC. 201. (a) The Commissioner may, upon proper application, make grants to local educational agencies for the establishment of new community school programs and the expansion of existing ones.

(b) Grants shall be available for the training and salaries of community school directors as well as actual and administrative and operating expenses connected with such programs.

APPORTIONMENT

SEC. 202. The number of project grants available to each State, subject to uniform criteria established by the Commissioner, shall be as follows:

(1) States with a population of less than five million shall receive not more than four projects;

(2) States with a population of more than five million but less than ten million shall receive not more than six projects;

(3) States with a population of more than ten million but less than fifteen million shall receive not more than eight projects; and

(4) States with a population of more than fifteen million shall receive not more than ten projects.

CONSULTATION WITH STATE EDUCATIONAL AGENCY

SEC. 203. In determining the recipients of project grants the Commissioner shall consult with each State educational agency to assure support of a program particularly suitable to that State and providing adequate experience in the operation of community schools.

AUTHORIZATION OF APPROPRIATIONS

SEC. 204. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

## TITLE III—COMMUNITY SCHOOL PROMOTION

PROMOTION

SEC. 301. In order to promote the adoption of community school programs throughout the United States the Commissioner shall—

(1) accumulate and disseminate pertinent information to local communities;

(2) appoint twenty-five teams, consisting of not more than four individuals on each team, to assist communities contemplating the adoption of a community school program; and

(3) establish a program of permanent liaison between the community school district and the Commissioner.

ADVISORY COUNCIL

SEC. 302. (a) There is hereby established in the office of the Commissioner a Community Schools Advisory Council to be composed of seven members appointed by the President for terms of two years without regard to the provisions of title 5, United States Code.

(b) The Council shall select its own Chairman and Vice Chairman and shall meet at the call of the Chairman, but not less than four times a year. Members shall be appointed for two-year terms, except that of the members first appointed four shall be appointed for a term of one year and three shall be appointed for a term of two years as designated by the President at the time of appointment. Any member appointed to fill a vacancy occurring prior to the expiration of the term for which is predecessor was appointed shall serve only for the remainder of such term. Members shall be eligible for reappointment and may serve after the expiration of their terms until their successors have taken office. A vacancy in the Council shall not affect its activities and four members thereof shall constitute a quorum. The Commissioner shall be an ex officio member of the Council. A member of the Council who is an officer or employee of the Federal Government shall serve without additional compensation.

(c) The Commission shall make available to the Council such staff, information, and other assistance as it may require to carry out its activities.

FUNCTIONS OF THE COUNCIL

SEC. 303. The Council shall advise the Commissioner on policy matters relating to the interests of community schools.

COMPENSATION OF MEMBERS

SEC. 304. Each member of the Council appointed pursuant to section 302 shall receive $50 a day, including traveltime, for each day he is engaged in the actual performance of his duties as a member of the Council. Each such member shall also be reimbursed for travel, subsistence, and other necessary expenses incurred in the performance of his duties.

AUTHORIZATION OF APPROPRIATIONS

SEC. 305. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

## TITLE IV—MISCELLANEOUS

PROHIBITIONS AND LIMITATIONS

SEC. 401. (a) Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

(b) Nothing contained in this Act shall be construed to authorize the making of any payment under this Act for the construction of facilities as a place of worship or religious instruction.

JUDICIAL REVIEWS

SEC. 402. (a) If any State or local educational agency is dissatisfied with the Commissioner's final action with respect to the approval of applications submitted under title II, or with his final action under section 405, such State or local educational agency may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such agency is located a petition for review of that action. A copy of that petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner shall file promptly in the court the record of the proceedings on which he based his action, as provided for in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, is supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

ADMINISTRATION

SEC. 403. (a) The Commissioner may delegate any of his functions under this Act to any officer or employee of the Office of Education.

(b) In administering the provisions of this Act, the Commissioner is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public agency or institution in accordance with appropriate agreements, and to pay for such services either in advance or by way of reimbursement as may be agreed upon.

PAYMENTS

SEC. 404. Payments under this Act may be made in installments, in advance, or by way of reimbursement, with necessary adjustments on account of underpayment or overpayment.

WITHHOLDING

SEC. 405. Whenever the Commissioner, after giving reasonable notice and opportunity for hearing to a grant recipient under this Act, finds—

(1) that the program or activity for which such grant was made has been so changed that it no longer complies with the provisions of this Act; or

(2) that in the operation of the program or activity there is failure to comply substantially with any such provision;

the Commissioner shall notify in writing such recipient of his findings and no further payments may be made to such recipient by the Commissioner until he is satisfied that such noncompliance has been, or will promptly be, corrected. The Commissioner may authorize the continuance of payments with respect to any programs or activities pursuant to this Act which are being carried out by such recipient and which are not involved in the noncompliance.

AUDIT AND REVIEW

SEC. 406. The Commissioner and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access, for the purpose of audit and examination, to any books, documents, papers, and records of a grantee, under this Act, that are pertinent to the grant received.

REPORTS TO THE CONGRESS

SEC. 407. The Commissioner shall transmit to the President and to the Congress annually a report of activities under this Act, including the name of each applicant, a brief description of the facts in each case, and the number and amount of grants.

---

[H.R. 6697, 93d Cong., 1st sess.]

A BILL To promote development and expansion of community schools throughout the United States

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION 1. This Act may be cited as the "Community School Center Development Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to provide recreational, educational, and a variety of other community and social services through the establishment of the community school as a center for such activities in cooperation with other community groups.

DEFINITIONS

SEC. 3. As used in this Act the term—

(1) "Commissioner" means the Commissioner of Education;

(2) "State" includes, in addition to the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(3) "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of State elementary and secondary education or if there is no such officer or agency, an officer or agency designated by the Governor or State law;

(4) "Council" means the Community Schools Advisory Council;

(5) "institution of higher education" means an educational institution in any State which (A) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate, (B) is legally authorized within such State to provide a program of education beyond secondary education, (C) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (D) is a public or other nonprofit institution, and (E) is accredited by a nationally recognized accrediting agency or association or, if not so accredited, (i) is an institution with respect to which the Commissioner has determined that there is satisfactory assurance, considering the resources available to the institution, the period of time, if any, during which it has operated, the effort it is making to meet accreditation

standards, and the purpose for which this determination is being made, that the institution will meet the accreditation standards of such an agency or association within a reasonable time, or (ii) is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. Such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation and which meets the provision of clauses (A), (B), (D), and (E). For purpose of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered;

(6) "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts of counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency having administrative control and direction of a public elementary or secondary school; and

(7) "community school program" means a program in which a public elementary or secondary school is utilized as a community center operated in cooperation with other groups in the community to provide recreational, educational, and a variety of other community and social services for the community that center serves.

## TITLE I—COMMUNITY EDUCATION CENTER GRANTS

SEC. 101. (a) The Commissioner shall make grants to institutions of higher education to develop and establish programs in community education which will train people as community school directors.

(b) Where an institution of higher learning has such a program presently in existence, such grant may be made to expand the program.

### APPLICATIONS

SEC. 102. A grant under this title may be made to any institution of higher education upon application to the Commissioner at such time, in such manner, and containing and accompanied by such information as the Commissioner deems necessary. Each such application shall—

(1) provide that the programs and activities for which assistance under this title is sought will be administered by or under the supervision of the applicant;

(2) describe with specificity, behavioral objectives, programs, and activities for which such assistance is sought;

(3) set forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this title; and

(4) provide for making such reasonable reports, including evaluation reports, in such form and containing such information as the Commissioner may reasonably require.

### AUTHORIZATION OF APPROPRIATIONS

SEC. 103. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

## TITLE II—GRANTS FOR COMMUNITY SCHOOLS

SEC. 201. (a) The Commissioner may, upon proper application, make grants to local educational agencies for the establishment of new community school programs and the expansion of existing ones.

(b) Grants shall be available for the training and salaries of community school coordinators as well as actual and administrative and operating expenses connected with such programs.

(c) Every State community school coordinator shall attend and participate in such conferences, seminars, or other training activity which the Commissioner shall establish prior to commencement of the implementation of that State's program.

APPORTIONMENT

SEC. 202. (a) The number of project grants available to each State, subject to uniform criteria established by the Commissioner, shall be as follows:

(1) States with a population of less than five million shall receive not more than four projects;

(2) States with a population of more than five million but less than ten million shall receive not more than six projects;

(3) States with a population of more than ten million but less than fifteen million shall receive not more than eight projects; and

(4) States with a population of more than fifteen million shall receive not more than ten projects.

(b) Grants shall be made to the respective State educational agencies for payment to the appropriate local educational agencies.

CONSULTATION WITH STATE EDUCATIONAL AGENCY

SEC. 203. In determining the recipients of project grants the Commissioner shall consult with each State educational agency to assure support of a program particularly suitable to that State and providing adequate experience in the operation of community schools.

PAYMENTS

SEC. 204. Payments under this title shall be made from a State's apportionment to any State educational agency which as been selected by the Commissioner in accordance with section 203.

AUTHORIZATION OF APPROPRIATIONS

SEC. 205. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

## TITLE III—COMMUNITY SCHOOL PROMOTION

PROMOTION

SEC. 301. In order to promote the adoption of community school programs throughout the United States the Commissioner shall—

(1) establish a research and development center which center in addition to such other duties as may be assigned by the Commissioner, shall serve the primary retrieval-dissemination functions of all agencies participating in the program;

(2) accumulate and disseminate pertinent information to local communities;

(3) appoint twenty-five teams, consisting of not more than four individuals on each team, to assist communities contemplating the adoption of a community school program; and

(4) establish a program of permanent liaison between the community school district and the Commissioner.

ADVISORY COUNCIL

SEC. 302. (a) There is hereby established in the office of the Commissioner a Community Schools Advisory Council to be composed of seven members appointed by the President for terms of two years without regard to the provisions of title 5, United States Code.

(b) The Council shall select its own Chairman and Vice Chairman and shall meet at the call of the Chairman, but not less than four times a year. Members shall be appointed for two-year terms, except that of the members first appointed four shall be appointed for a term of one year and three shall be appointed for a term of two years as designated by the President at the time of appointment. Any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall serve only for the remainder

of such term. Members shall be eligible for reappointment and may serve after the expiration of their terms until their successors have taken office. A vacancy in the Council shall not affect its activities and four members thereof shall constitute a quorum. The Commissioner shall be an ex officio member of the Council. A member of the Council who is an officer or employee of the Federal Government shall serve without additional compensation.

(c) The Commissioner shall make available to the Council such staff, information, and other assistance as it may require to carry out its activities.

FUNCTIONS OF THE COUNCIL

SEC. 303. The Council shall advise the Commissioner on policy matters relating to the interests of community schools.

COMPENSATION OF MEMBERS

SEC. 304. Each member of the Council appointed pursuant to section 302 shall receive $50 a day, including traveltime, for each day he is engaged in the actual performance of his duties as a member of the Council. Each such member shall also be reimbursed for travel, subsistence, and other necessary expenses incurred in the performance of his duties.

AUTHORIZATION OF APPROPRIATIONS

SEC. 305. There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this title.

## TITLE IV—MISCELLANEOUS

PROHIBITIONS AND LIMITATIONS

SEC. 401. (a) Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum program of instruction administration, or personnel of any educational institution or school system.

(b) Nothing contained in this Act shall be construed to authorize the making of any payment under this Act for the construction of facilities as a place of worship or religious instruction.

JUDICIAL REVIEW

SEC. 402. (a) If any State or local educational agency is dissatisfied with the Commissioner's final action with respect to the approval of applications submitted under title II, or with his final action under section 405, such State or local educational agency may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such agency is located a petition for review of that action. A copy of that petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissioner shall file promptly in the court the record of the proceedings on which he based his action, as provided for in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

ADMINISTRATION

SEC. 403. (a) The Commissioner may delegate any of his functions under this Act, except the making of regulations, to any officer or employee of the Office of Education.

(b) In administering the provisions of this Act, the Commissioner is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public agency or institution in accordance with appropriate agreements, and to pay for such services either in advance or by way of reimbursement as may be agreed upon.

PAYMENTS

SEC. 404. Payments to a State under this Act may be made in installments, in advance, or by way of reimbursement, with necessary adjustments on account of underpayment or overpayment, and may be made directly to a State or to one or more public agencies designated for this purpose by the State, or both.

WITHHOLDING

SEC. 405. Whenever the Commissioner, after giving reasonable notice and opportunity for hearing to a grant recipient under this Act, finds—

(1) that the program or activity for which such grant was made has been so changed that it no longer complies with the provisions of this Act; or

(2) that in the operation of the program or activity there is failure to comply substantially with any such provision;

the Commissioner shall notify in writing such recipient of his findings and no further payments may be made to such recipient by the Commissioner until he is satisfied that such noncompliance has been, or will promptly be, corrected. The Commissioner may authorize the continuance of payments with respect to any programs or activities pursuant to this Act which are being carried out by such recipient and which are not involved in the noncompliance.

AUDIT AND REVIEW

SEC. 406. The Commissioner and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination, to any books, documents, papers, and records of a grantee, under this Act, that are pertinent to the grant received.

REPORTS TO THE CONGRESS

SEC. 407. The Commissioner shall transmit to the President and to the Congress annually a report of activities under this Act, including the name of each applicant, a brief description of the facts in each case, and the number and amount of grants.

---

[H.R. 10049, 93d Cong., 1st sess.]

A BILL To promote the development and expansion of community education throughout the United States

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That this Act may be cited as the "Community Education Development Act of 1973".

STATEMENT OF PURPOSE

SEC. 2. Whereas the school, as the prime educational institution of the community, is most effective when it involves the people of that community in a program designed to fulfill their educational needs, and whereas community education promotes a more efficient use of school facilities through an extension of school buildings and equipment, it is the purpose of this Act to provide recreational, educational, and a variety of other services, in accordance with the needs, interests, and concerns of the community, through the establishment of the community education program as a center for such activities in cooperation with other community groups.

DEFINITIONS

SEC. 3. As used in this Act, the term—

(1) "Commissioner" means the Commissioner of Education;

(2) "State" includes, in addition to the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands;

(3) "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary education, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law;

(4) "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term also includes any other public institution or agency which has administrative control and direction of a public elementary or secondary school;

(5) "institution of higher education" means an educational institution in any State which (A) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate, (B) is legally authorized within such State to provide a program of education beyond secondary education, (C) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (D) is a public or other nonprofit institution, and (E) is accredited by a nationally recognized accrediting agency or association, or, if not so accredited, is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. For purposes of this subsection, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered;

(6) "community education program" means a program in which a public building, including but not limited to a public elementary or secondary school, is utilized as a community center operated in cooperation with other groups in the community to provide recreational, educational, and a variety of other community and social services for the community that center serves in accordance with the needs, interests, and concerns of the community.

AUTHORIZATION OF APPROPRIATIONS; ALLOTMENTS TO STATES

SEC. 4. (a) There is hereby authorized to be appropriated $15,000,000 for the fiscal year 1974, $17,500,000 for the fiscal year 1975, and $20,000,000 for the fiscal year 1976, to enable the Commissioner to make payments under section 6(a).

(b)(1) From the sums appropriated pursuant to subsection (a), the Commissioner shall reserve such amount, but not in excess of 1 per centum thereof, as he may determine and shall allot such amount among the Virgin Islands, Guam, American Samoa, and the Trust Territories of the Pacific Islands according to their respective needs for assistance.

(2) The remainder of such sums shall be allotted among the States (except those provided for in paragraph (1)) according to their relative populations.

(c) The amount of any State's allotment under subsection (b) for any fiscal year which the Commissioner determines will not be required for such fiscal year shall be available for reallotment from time to time, on such dates during such years as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (b) for that year but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum the Commissioner estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amounts reallotted to a State under this subsection during a year from funds appropriated pursuant to subsection (a) shall be deemed part of its allotment under subsection (b) for such year.

STATE PLANS

SEC. 5. (a) Any State which desires to receive grants under this Act shall submit to the Commissioner a State plan, in such detail as the Commissioner deems necessary, which—

(1) designates a State agency which shall, either directly or through arrangements with other State or local public agencies, act as the sole agency for administration of the State plan;

(2) sets forth a program under which funds paid to the State from its allotment under section 4(b) will be used to assist them (A) to establish new community education programs, (B) to expand or improve community education programs, or (C) to maintain and carry out community education programs, except that no assistance shall be provided under this clause (C) with respect to a program which was not assisted under clause (A) or (B) during the preceding fiscal year;

(3) provides that the selection of local educational agencies to be awarded grants under the program shall be based on (A) proof of interest in the community to be served in the establishment, expansion, or improvement of community education programs, (B) the adequacy of the physical resources available for the program, and (C) a consideration of whether other funding alternatives are available;

(4) sets forth policies and procedures designed to assure that Federal funds made available under this Act for any fiscal year will be so used as to supplement and, to the extent practical, increase the level of State, local, and private funds that would in the absence of such Federal funds be made available for and in no case supplant such State, local, and private funds;

(5) sets forth such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of, and accounting for, Federal funds paid to the State (including any such funds paid by the State to any other public agency) under the plan; and

(6) provides for making such reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this Act, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports.

(b) The Commissioner shall approve any State plan and any modification thereof which complies with the provisions of subsection (a).

SEC. 6. (a) From the amounts allotted to each State under section 4(b), the Commissioner shall pay to that State an amount equal to the Federal share of the amount expended by the State in carrying out its State plan.

(b) For purposes of subsection (a), the Federal share shall be 50 per centum in the case of a program described in clause (A) of section 5(a)(2), 40 per centum in the case of a program described in clause (B) of such section, and 30 per centum in the case of a program described in clause (C) of such section.

ADMINISTRATION OF STATE PLANS

SEC. 7. (a) The Commissioner shall not finally disapprove any State plan submitted under section 5(a), or any modification thereof, without first affording the State agency administering the plan reasonable notice and opportunity for a hearing.

(b) Whenever the Commissioner, after reasonable notice and opportunity for hearing to such State agency, finds—

(1) that the State plan has been so changed that it no longer complies with the provisions of section 5(a), or

(2) that in the administration of the plan there is a failure to comply substantially with any such provisions,

the Commissioner shall notify such State agency that the State will not be regarded as eligible to participate in the program provided for in the State plan until he is satisfied that there is no longer any such failure to comply.

JUDICIAL REVIEW

SEC. 8. (a) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its State plan submitted under section 5(a) or with his final action under section 7(b), such State may, within sixty days after notice of such action, file with the United States court of appeals for the circuit in which such State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner. The Commissiner thereupon shall file in the court the record of the pro-

ceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(b) The findings of fact by the Commissioner, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall certify to the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(c) The court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

ASSISTANCE TO STRENGTHEN COMMUNITY EDUCATION RESOURCES OF STATE EDUCATIONAL AGENCIES

SEC. 9. (a) The Commissioner shall carry out a program for making grants to stimulate and assist States in strengthening the resources of their State educational agencies in the field of community education.

(b) For purposes of making grants under this section, there is authorized to be appropriated the sum of $2,000,000 for the fiscal year 1974, and each of the two succeeding fiscal years.

(c) Grants under this section to the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands shall not aggregate more than $20,000 in any year. Grants under this section to the other States for any fiscal year shall not exceed $40,000 each.

TRAINING GRANTS

SEC. 10. (a) The Commissioner may make grants to institutions of higher education to develop and establish, or to expand, programs which will train persons as community education directors and coordinators.

(b) There is authorized to be appropriated the sum of $3,000,000 for the fiscal year 1974, and each of the two succeeding fiscal years, for making grants under this section.

NATIONAL CLEARINGHOUSE ON COMMUNITY EDUCATION PROGRAMS

SEC. 11. (a) There is hereby established a national clearinghouse on community education programs within the Office of Education. The purpose of the clearinghouse shall be the gathering and dissemination of information received from community education programs, including but not limited to information regarding new programs, methods to encourage community participation, and ways of coordinating community services.

(b) There is authorized to be appropriated the sum of $1,000,000 for the fiscal year 1974 and each succeeding fiscal year.

(c) The Commissioner shall establish a permanent liaison between each community education program and the Commissioner. The Commissioner shall also make available to each community education program such technical information as they may require, and this shall be coordinated with the national clearinghouse.

LIMITATION ON PAYMENTS UNDER THIS ACT

SEC. 12. (a) Nothing contained in this Act shall be construed to authorize the making of any payment under this Act for religious worship or instruction.

(b) Section 432 of the General Education Provisions Act is amended by inserting after "Emergency School Aid Act;" the following: "Community Education Development Act of 1973;".

REPORTS TO THE CONGRESS

SEC. 13. The Commissioner shall transmit to the President and the Congress annually a report of activities under this Act.

Chairman PERKINS. The committee will come to order.

A quorum is present.

The subject today is the community school concept. It has been around a long time and this concept allows for the mobilization of community resources through the schools in an attempt to meet the needs of the community.

Before us are several bills concerning community schools.

H.R. 972 has been introduced by Congressman Riegle; H.R. 6697 by Mr. Brown of Michigan; and I understand that Mr. Lehman, a member of our committee, introduced a bill yesterday concerning community schools (H.R. 10049).

The first two bills, the Riegle and the Brown bills, are similar. Each would make grants to universities to train people as community school directors, make grants to local educational agencies for the establishment or expansion of community school programs, promote the adoption of community school programs in the United States through the Office of Education, and establish a Community Schools Advisory Council.

I would like to welcome our witnesses here today. We shall first hear from Congressman Riegle.

Before you proceed, Don, I would like to congratulate you on your fine work with this community school idea. You are the first, I believe, to introduce a bill in Congress to encourage this concept and the fact that we are having this hearing today is testimony to your energy and leadership.

You may proceed.

## STATEMENT OF HON. DONALD W. RIEGLE, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. RIEGLE. Thank you, Mr. Chairman, for those kind words.

Also, I want to thank you in a most personal way for finding the time for these hearings. I know how busy the committee is and how busy you are, and I know that the other witnesses who will appear here today are also deeply appreciative of the committee's and your interest.

I also want to thank Al Quie and Bill Ford for their interest and help in the area of the community school idea.

One reason that I have been so deeply involved in this particular idea, Mr. Chairman, is that this community school concept began in Flint, Michigan, my home town, some 40 years ago.

As you indicated, the concept is to utilize school facilities on a nearly full-time basis and to provide a broad variety of services and programs to all the people in the community.

As a matter of fact, in Flint where our community school program is one of long standing, we have more adults that study high school algebra at night in our schools than we have students studying it during the day.

I should say that I have a bias in this area in that I was fortunate enough to attend community schools; at present I believe I am the only Member of Congress elected who has had that opportunity.

I am not sure I would have had the chance both to run for public office and to achieve public office if I had not had the additional advantages of community school education.

There are a few points I would stress briefly in passing on the community school concept.

First, community education programs are a tremendous bargain, an important factor given the limited resources we have available in the area of education. For approximately a 3 to 5 percent increase in the cost of the normal education budget in an area, we can increase utilization of the facilities by a factor of about three times—and can provide services of almost an endless variety to every citizen in the community from the youngest to the most elderly.

We have found that over a period of years, over 700 different communities have decided they want to try this program and today do have community schools.

This concept and program has stood the test of voluntary acceptance by communities across America. We find community schools today in every State of the Union—and they are all self-financing.

What we are talking about is not so much a new program as a proven concept that has grown to the point where I think the country as a whole ought to have the opportunity to know more about it and adopt it.

I might say, too, that some 6 years ago we were able to start two pilot community schools here in the District of Columbia.

The chairman of the District of Columbia Appropriations Subcommittee, Bill Natcher, from Kentucky, was instrumental in supporting that initiative and those 2 community schools in the District of Columbia have now grown to 11.

So, if it should please the committee to see community schools firsthand, you would not need to go to Michigan, nor Minnesota, nor another State, but in fact we have them right here in the District of Columbia.

They are working and I think they may be ones you would want to see firsthand.

Another key point needs to be stressed, Mr. Chairman, and members of the committee, and that is that I think one of the great values of community schools is that they serve the purpose of helping to reestablish a sense of community.

I think one of the great problems in America today, whether it be in urban or rural areas, is that too often people in a given community don't feel connected to each other and lack a sense of shared purpose.

We have found with community schools that providing a place for people of the community to come together for a variety of activities has helped create a sense of community. We have found among other things when people are asked to vote on school bond issues in areas where there are community schools that there is overwhelming acceptance because the people have a feeling that the money is being well spent.

I will not summarize at any length the legislation I have proposed. I think you summarized it very ably at the outset, Mr. Chairman.

I will only add that this is a modest proposal. We are not asking for something that is excessive, I think, in terms of either dollar impact or trying to make something happen overnight.

We would like to have the chance to train more community school directors; we would like to make this concept available to more communities across America through some seed money to let them get started with the idea. If they want to continue they have to be self-financing.

If we can proceed in a slow and steady pace in that fashion with Federal support, we can accomplish great benefit for the country. I expect the citizens of the United States will welcome this opportunity that time has proven so worthwhile.

With that, Mr. Chairman, I would like to ask if the more lengthy statement I have prepared could be inserted into the record.

Chairman PERKINS. Without objection, it is so ordered.

[Congressman Riegle's statement follows:]

STATEMENT OF HON. DONALD W. RIEGLE, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

First, I want to thank you, Chairman Perkins, and members of the General Education Subcommittee, for this opportunity to testify concerning H.R. 972, the Community Center Development Act, which I have introduced in the House.

As you know, my interest in this bill stems from my experience with the Flint, Michigan, and the District of Columbia community schools. As a youngster, I had the opportunity to attend community schools in Flint and to realize the many advantages of community school programs. In Congress, as a member of the House Appropriations D.C. Subcommittee, I helped introduce the community school program to the District of Columbia. Two D.C. school programs were launched with $40,000 from the Mott Foundation in 1969. Now there are twelve community schools in D.C. funded at $485,400 through the regular school budget. Chairman Bill Natcher of the Appropriation's District of Columbia Subcommittee deserves great credit for his leadership in helping to make community schools a reality in the District of Columbia.

The success stories of the Flint and D.C. programs could easily fill the entire morning. Rather than present them I will defer to the testimony of the experts here this morning regarding the operation and successes of community education programs across America. I though it might be most useful if I were to address certain specific questions which I expect will occur to the Committee in its deliberations on the community education proposals.

Probably the most basic question is why should the committee and the Congress endorse this type of legislation, rather than one of the many other education proposals? There are several important factors which distinguish the community school concept. First, it would foster a program which began over four decades ago and has been adopted by some 700 school districts across America. As the testimony of witnesses will indicate, the community education concept has proven to be extremely successful in a great variety of settings—urban, suburban, and rural. Successful community education programs have been shown to (1) improve the attitude and performance of the regular K-12 students, (2) better coordinate and utilize the human and financial resources of the community, and (3) enhance the lives of all the members of the community—senior citizens, adults, youth, and children of all ages. The bill would increase the opportunity for every school district to initiate a community education program. In endorsing this bill, Congress would not be underwriting some new high-risk experiment but rather a sound, high-yield program that has stood the test of time. The Mott Foundation has generously provided the "seed" money for community education for over forty years; now it is time for the Federal government to expand this work with Federal resources.

A second major point in support of this legislation are the financial returns from community education programs. On the average, community school programs cost 2% to 8% of the net cost of the regular K-12 program. Yet with a community school program, the building and facilities are used approximately three times as many hours than before—and by the entire community, providing needed services to many times the total school-age population.

As Mr. Harding Mott pointed out in his testimony to the Senate Subcommittee on Education in July, the returns are substantial. For every dollar that the Mott Foundation has invested in community education, twenty dollars have been generated from other sources. Where community schools are operating, experience shows that locally more funds are spent, thereby reducing Federal outlays. Further savings to the Federal government accure from fewer problems with juvenile delinquency and fewer people on the welfare rolls. By providing a center for

many social and recreational services in the school, communities often save costly duplication of equivalent facilities and services.

The expense to the Federal government would be minimal. After an initial investment during the first two or three years, the Federal government would discontinue its support as the programs become self-sustaining. From the experience of the Mott Foundation, the communities with successful programs are able to generate enough revenue to fully support their own programs. The Federal money involved in the community education programs then would be seed money—rather than a federal program providing continuous funding.

A second fundamental question which Congress has to confront before legislating new Federal categorical programs is what the role of the Federal government should be in funding and determining domestic programs. With the introduction of the "revenue sharing" concept, the merits of categorical programs versus revenue sharing block grants has become a major national issue. The Administration has criticized the community education bill contending that it will merely add to the number of categorical programs and further frustrate local educational agencies in their efforts to administer educational programs.

Certainly, there have been problems with categorical grant programs in the past and in a moment I will deal specifically with these problems. However, the question of whether Congress should create categorical programs with narrowly defined objectives is foremost. In this issue, I agree with Dr. Wilbur Cohen, former Secretary of HEW, who dealt with this question in his testimony before the Senate last July, 1973. Clearly there is a need to consolidate programs which can logically be combined and to eliminate unnecessary barriers between the Federal, state, and local units of government. However, only through categorical legislation can Congress ensure that its intentions are clear, that its specific objectives can be recognized and met.

The community education bill would underline the national importance of this program. Local and state officials are likely to respond actively to the initiative of Congress. Moreover, the Federal government's participation will enable a coordination of programs on a national level. The enthusiasm and information exchanged could have important effects on the national development of community education programs.

Finally, the question of how this program can avoid the usual pitfalls of categorical programs in general remains. Perhaps the most significant short-coming of categorical programs in general is the lack of adequate, on-going evaluation. First, the advisory council, which would include experts in the field of community education, could review the initial guidelines for the programs and assist in evaluating the programs. Twenty-five teams of specialists to advise communities would supplement the efforts of the regional community education centers to help coordinate and advise local school districts. There would no longer be the chronic problems of dealing with a distant bureaucracy who are uninformed and insensitive to the needs of the applicant.

Second, in addition to this system of evaluation, the local community—who is most directly involved—would determine the ultimate fate of the program in its vote for bond issues to support the program. The Federal government would not have to worry about being caught with locally unpopular, unsuccessful programs.

Before concluding, I would like to address one particular question which has been raised, that is, why is the training of the community school director important? Again, I will refer to the experience of the Mott Foundation and its program. The Mott Foundation, which sponsors an extensive training program, has found that the success of a community education program is significantly related to the abilities of the director. The training for this unique community based position involves leadership and organizational skills which are not gained through any known discipline. Mott programs place great emphasis on "laboratory experience"—working directly with an existing community school program in a kind of internship. I am sure that Mr. Harding Mott can elaborate on the importance of training for community school directors.

In conclusion, I recognize the many pressures that bear on the committee in deciding the outcome of this legislation. I deeply appreciate your efforts in considering this legislation and would like to offer my help to assist you in whatever way I can.

Mr. RHODES. We thank you again for your help.

Chairman PERKINS. We thank you for your excellent testimony.

Congressman Lehman, you may proceed.

## STATEMENT OF HON. WILLIAM LEHMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. LEHMAN. Thank you, Mr. Chairman.

It is a privilege to be here today and I am honored to have my testimony follow Congressman Riegle, who has really spearheaded this whole community school concept in the House of Representatives.

I became interested in community schools when I was serving as a member of the Dade County School Board and also as the chairman of the Dade County School Board. We were fortunate to have a graduate of Congressman Riegle's community school system in Flint come into our system and do the kind of job in which community schools have proven so beneficial.

There are now in Western Europe what are called people's schools and this is the kind of concept I look on community schools to be.

They serve the community in the form of recreational capacities, creative capacities, and cultural capacities.

It is the best value you can get in any kind of education for the dollars you spend.

Many of our schools in Dade County have experienced a decrease in vandalism in the school once a community school is inserted into the physical plant.

It establishes the neighborhood and reduces the alienation of the individual which so often occurs in our modern society.

It involves many in the neighborhood and in his community. I am most concerned with the kind of neighborhoods that are not being reached by community schools and they are frequently what you think of as middle America.

Many of our nonincorporated areas that are not able to be partially subsidized by various municipalities and are not included in the Federal programs for the disadvantaged and cannot necessarily get available foundation funds because of the income level of those communities, still need community schools in their neighborhoods.

This is the target that I would specifically like to see the Federal funds pointed toward because these are the people who feel not only alienated from their own neighborhoods, but alienated sometimes from the mainstreams of our national endeavor.

I have one apprehension about community schools. I just hope they don't become absorbed or included in a part of the adult vocational program. The concept of the community school is not the same as adult education.

I don't think we should confuse the objectives of the two.

Chairman PERKINS. I am interested in your leadership in Dade County on the school board and since we want to move along this morning, I would just like to ask you to give us the benefit of your experiences and what successes have there been in Dade County with the community school.

Mr. LEHMAN. Well, I have mentioned one success, which is the reduction of vandalism.

The second has been stabilizing certain neighborhoods which were deteriorating.

There are no statistics to prove my observations, but in certain areas in the inner city where we have formed community schools, we have

been able to bring the neighborhood together and actually reduce drug abuse in these neighborhoods.

We have been able to go out into the middle-class neighborhoods and bring older people back into the schools for a kind of community endeavor.

We have upgraded the cultural programs in those communities.

In many of the communities the only public building for miles around, as you undoubtedly know, is the public school building, and to leave that empty is described aptly by a line from a poem I have often quoted: "As empty as brains at a schoolhouse in August."

Well to leave these schoolhouses empty in the evenings and after school to me is not using our brains in the community because we are letting go to waste the best physical plants in many of these areas.

I would like to see the Federal Government give the kind of help that these schools need to have, at least in the form of initiating the programs to broaden the scope of the community school program and to give the kind of help in these neighborhoods that the neighborhoods need and deserve at this time.

I would like to ask you to include my statement in the record.

Chairman PERKINS. Without objection, it is so ordered.

[Congressman Lehman's statement follows:]

STATEMENT OF HON. WILLIAM LEHMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. Chairman, I appreciate this opportunity to testify in regard to the Community Education bill I have introduced, H.R. 10049. Before I begin to explain what my proposal seeks to do, I would like to make a few statements on where community education stands today, particularly in relation to my own State of Florida.

Community schools have spread rapidly in the past few years. State governments are becoming actively and financially involved in the field, and the past two years has seen the number of community schools grow from 200 to 700. Clearly, the time has long since passed when community schools can be considered experimental.

My own State of Florida has set aside both money and personnel for its community school effort. In fiscal year 1971–72, $150,000 was appropriated, only 19.2% of the Department of Education's request for funding for this endeavor. During that year, 217,432 participants were reported. The annual cost per participant was $6.00, using the total reported expenditures for community education. On a per-participant basis, for each $1.00 of state funds expended for community school grants, an additional $7.40 was generated by local school districts.

The fiscal year 1972–73 appropriation was $270,000, an 80% increase over the previous year. If all applications for grants had been fully funded, an appropriation of $923,523 would have been necessary. The $270,000 appropriated represented only 29.2% of local district requests for funding.

The projection for 1973–74 indicates that funding requests would require an estimated appropriation of $1,242,000. The local districts anticipate about 370,000 participants.

By 1979–80, it is estimated that there will be 448 community schools in Florida, with an annual appropriation of $2,688,000 necessary to meet the State's formula for grants to local education agencies of paying one half, not to exceed $6,000, of the salary of each of the local education agencies' community schools coordinators.

I think it is clear from the figures I have cited above that community education has caught on in Florida. I would also like to point out, moreover, that Statewide, school facilities were used an average of 33 additional hours per week.

What this bill seeks to do is encourage those States which would like to initiate a community education program, as well as those States which already have taken steps in this direction.

This bill authorizes $15 million for FY 74, $17.5 million for FY 75, and $20 million for FY 76 for grants to the States, distributed on the basis of population, to either establish, expand, improve, or maintain a community education program. Maintenance grants would be permitted only where the State had already received either start-up funds, or funds for expansion or improvement.

The bill also provides a Federal matching formula. The Federal share is 50% of the cost in the case where a community school is being established, 40% in the case where the program is to be expanded or improved, and 30% in the case of the maintenance of a program assisted previously. The reason for the rather stiff matching formula is to assure that there is sufficient local interest in community education, before Federal monies are expended. The community is required to make a commitment equal to that of the Federal government in setting up a community school.

By differentiating between start-up and expansion funds, the bill provides for a three-year funding cycle. A community could receive start-up funds, expansion monies, and the third year, a lesser amount for operation as Federal assistance to the project is phased out.

The bill also requires that the States consider three factors when selecting communities for Federal grants: 1. proof of interest in the community; 2. adequacy of physical resources; and 3. consideration of funding alternatives.

Proof of interest in the community will be shown by its setting aside its portion of the matching formula. The requirement for adequacy of physical resources is to assure that the communities are utilizing most efficiently the physical resources of the public school buildings. The third requirement is to avoid a situation of duplicate funding for essentially the same purpose. Since community education is by definition geared to the needs and interests of the community, if a community can receive, for example, Model Cities funds to serve the needs it has identified, then that community should not deplete the available community education funding sources.

Another portion of the bill authorizes $2,000,000 for grants to the States to assist them in strengthening the resources of their State educational agencies in the field of community education. No State would receive more than $40,000 for each fiscal year for this purpose. Presumably, these funds would be used to hire personnel experienced in the field.

$3,000,000 for each fiscal year is authorized for grants to institutions of higher learning to develop, establish or expand programs to train persons as community education directors and coordinators.

$1,000,000 is authorized for fiscal year 1974 and each succeeding fiscal year to establish and maintain a national clearinghouse on community education programs in the Office of Education. The clearinghouse would gather and disseminate information received from community education programs, so that solutions to problems and particular successes could be shared nation-wide.

The average cost of a community school, taking into consideration community schools set up in primary and secondary schools, is approximately $20,000 per year.

The dollar figure authorized for fiscal year 1974, when added to the funds which must be contributed in order to receive the Federal monies, would permit about 1,500 new community schools to be established if all the monies allocated for grants to the States were used for the establishment of community schools and no monies expended for expansion and improvement. If three-fourths of the Federal dollars for fiscal year 1974, or $11,250,000, were utilized for the establishment of community schools, about 1,128 new schools could be set up. The remaining one-fourth of the authorization for expansion and improvement would be about $3,750,000. Adding into this the mandated other portion of the 40/60 matching formula, or $5,625,000 available in State, local and/or private funds, would make a total of $9,375,000 available for improvement and expansion of existing community education programs.

Community education is a concept whose time has come. It's not new, dating from at least the 19th century and some of John Dewey's ideas about what education should be. It can bring a community together, identifying common needs and interests and then getting together to fill those needs and meet those interests. And it blends two interrelated concepts—learning and living.

Chairman PERKINS. Mr. Ford, do you have any questions?

Mr. FORD. No, I have no questions, Mr. Chairman, but I would like to compliment my colleague, who has lobbied me quite extensively on this bill.

We recently traveled for several days together and I think I understand this bill quite well.

I believe I gave some promise of support, so I am already prejudiced.

Chairman PERKINS. Thank you very much, Mr. Lehman.

Our next witness is a gentleman we all like to see back in town and want to welcome back home, Dr. Wilbur Cohen, dean of the School of Education, University of Michigan.

Come on up, Dr. Cohen.

Please proceed in any manner you prefer.

## STATEMENT OF DR. WILBUR COHEN, DEAN, SCHOOL OF EDUCATION, UNIVERSITY OF MICHIGAN

Dr. COHEN. Thank you, Mr. Chairman and members of the committee.

I will put my full statement into the record.

Chairman PERKINS. Without objection, it is so ordered.

[Dr. Cohen's statement follows:]

### STATEMENT OF WILBUR J. COHEN

I appear here today in strong support of H.R. 972 and H.R. 6697, the Community School Center Development Act sponsored by Representatives Riegle and Brown.

The bill provides grants to institutions of higher education to develop programs in community education which will train people as community school directors and to local schools for new and expanded programs. It also provides for teams to assist communities contemplating the adoption of a community school program. It establishes an Advisory Council of seven members.

The definition of "community school program" in the bill is "a program in which a public elementary or secondary school is utilized as a community center operated in cooperation with other groups in the community to provide recreation, educational, and a variety of other community and social services for the community that center serves."

The logic, importance and value of this legislation has been cogently set forth by Senator Church and Senator Williams in their statements introducing the bill on January 11.

I especially wish to point out the importance of this legislation to making it possible for senior citizens to utilize the schools as community centers. There is a vast untapped source of voluntary community help which could be organized and utilized through community school centers.

These centers could also be used for parent participation and involvement in early childhood education. Parent involvement may require the availability of the center in the evening, on Saturday, or Sundays. Where a center had a day care program for small children, both parents might be able to attend discussions on child rearing, child development, budgeting, the problems of adolescence, and similar topics.

I am deeply concerned that there is such a great expectation from parents as to the role of "schooling" from age 6 to 21, and such little parent participation in the "education" of children. Schooling and education are not synonymous or identical. We need to develop the concept of lifetime learning and make our schools, business, and the family a part of that process.

It is clear that parent and community involvement are necessary for effective education. That is why I support the community school center concept. It enables schools to reach out and work with parents and the community. It enables parents and the community to involve themselves with schools, teachers, pupils and education.

In a recent Gallup poll, 57 percent of the respondents said that when some children do poorly in school, the chief blame is due to the children's home life and only 18 percent on the school or teacher, and 14 percent on the children.

The community school in large metropolitan centers played an importance role in the early part of this century in enabling immigrants to learn English and the history of American institutions. I believe we could and should develop a community school program which would appeal to the needs of the disadvantaged, the ethnic groups locked into the inner city, the drop-out, as well as to the middle-income, retired, and upward aspiring person. I see the community school program as appealing to all groups in the community.

I believe we are going to abolish poverty in the United States in the next decade. The community school can and must assist in this effort.

The action by Congress in 1972 and in the recent amendments on the Debt Limit Bill go a long way toward abolishing poverty among the 25 million aged, blind, and disabled persons in the nation. We must supplement that effort with a diversified educational program for adults which will provide education over the entire life cycle—from pre-natal care through retirement.

I strongly favor increased Federal appropriations for education at all levels. I believe the Executive Branch is misreading public opinion when it does not support substantial Federal appropriations in education. Recent public opinion polls show some 60 percent of the American people favor increased Federal investment in education. There has been a consistent level of support for Federal aid to education for over 12 years as shown by public opinion polls.

I favor prompt and effective support for the enactment of the Community School Center Development Act.

I have read the letter of July 24, 1972, of the Secretary of Health, Education, and Welfare commenting on an earlier bill, S. 2689. I vigorously differ with the conclusion of that report. The letter opposed "the creation of unnecessary new categorical programs in the field of Federal education legislation." I do agree with the Secretary that the programs envisioned in the proposed legislation "can be supported under present law and existing appropriations authorizations." But the fact is that the Department is not supporting the community school center program under existing authorizations.

Moreover, it is well known from experience that the Appropriations Committees of both Houses are very reluctant to provide appropriations for programs derived from some general authority and without any legislative standards or guidelines.

The report from the General Accounting Office of March 9, 1973, offers constructive help. I concur in the recommendations made by the G.A.O.

I would prefer to revise sections 103, 204, and 305 by including a specific maximum authorization of annual appropriations.

In addition, I would initially authorize the program for a five-year period with a specific direction to the Advisory Council to evaluate the first three years of the program and to send it recommendations for continuation, amendment, or repeal to the President, Secretary, and the Congress in the fourth year.

I recommend that the members of the Advisory Council be appointed by the Secretary. This reduces the time involved in clearances and removes an additional burden from the President. I would also suggest that the House and Senate each have authority to include two public persons on the Council, thus assuring a broad public participation in the program.

Dr. COHEN. I would like to say that I am enthusiastically for the community school legislation. I believe as the previous witnesses have stated that it is a very important next step in the development and extension of this idea to all the 18,000 school districts in the United States.

I think the community school concept has proved it is a successful idea and I believe now with Federal leadership and stimulation this can be extended throughout the country.

There are a million and a half schoolrooms in the United States at the present time.

I would like to see every one of those 1.5 million schoolrooms used in the morning, in the late afternoon, in the evening, on Saturday

morning, Saturday afternoon, Sunday afternoon, and Sunday evening for the development of information, courses, discussions, and seminars for all of the American people from 9 months of age to 90 years of age.

I think we stand at a very historic moment in the United States now when this idea has taken root and I see no reason why if you approve this legislation we couldn't go on to make education a lifetime experience in the United States.

The one thing I am convinced of is that we should not identify education merely with schooling from kindergarden to university education.

We are living in a period of time when science and technology are changing our lives.

There are new lifestyles, new patterns of living and we have to think of education as something that occurs with the mother before the child is born and for retired people until they die. I believe that this concept of community education and the community school is one of the most important educational opportunities that is before us.

I hope, therefore, that you will support this legislation. I might add that I am very disappointed that the Department of Health, Education, and Welfare has not seen fit to support this kind of legislation enthusiastically.

While it may be true that one can say that there is authorization for this program in some other kind of general education legislation, the very fact that the Appropriations Committees would not consider making an appropriation without specific legislation is in my opinion a devastating rebuttal to the Department's contention.

As you know, Mr. Chairman, I think I am fairly familiar with the attitudes of the HEW Appropriations Subcommittees and I believe that they will never appropriate any money without a specific statutory authorization that is particular and definite.

So, I do not believe that the fact that one can say that there is already authorization somewhere, which I am sure one could conjure up, that that will necessarily get us money or support.

Mr. Fogg. Mr. Chairman, I would like to inject at that point, if I may, Dean Cohen. I have before me a copy of the letter to Chairman Perkins, signed by Frank Carlucci, Acting Secretary, describing their reactions to this bill and it is really quite puzzling.

You characterized the position of the Department as being less than enthusiastic, supportive. It says, for example at the bottom of the first page:

> We have watched with interest the community school projects carried on in Flint, Michigan and a number of other sites across the country.
>
> From our point of view the most important feature of the project is that they represent efforts to decrease the fragmentation of social services by arranging to have a number of such services provided in one location.
>
> This physical proximity will hopefully lead to greater integration of services.

So, first saying that they agree with the principal objective of the legislation that has long been the goal of the legislation—presumably the Acting Secretary is speaking for HEW—they go on to say:

> While no federal education program encompasses all the elements of the community school centers described in the bill, a number of the authorities adminis-

tered by the Office of Education, such as Title III of ESEA can be used to provide funds and services for community school activities.

Therefore, H.R. 972 duplicates provisions already established in law.

A preliminary inquiry I made in an oral conversation with a representative of the Office of Education who was here the last time we attempted to mark up—indicated they could do something like this if they wanted to under titles II and IV, but in fact no attempt had been made and no one had a plan to try it at any time in the future.

It is rather spurious for them to suggest that the law already provides for this when, in fact, as the agency in charge of administering the law they have no plan to go forward.

And, finally, they say:

As to Title III, we do not feel that a categorical program of federal aid is necessary or desirable for promoting the concept of the community school and we therefore recommend that the Education and Labor Committee not report favorably on H.R. 972.

Counsel has just reminded me this morning that while they are talking to us about the fact that title III of ESEA could be used to do this, in fact it has been the consistent position of this administration, as demonstrated in the budget figures and supporting documents that are submitted to us by the budget, to wind down and finally phase out title III and, in one other place in this letter, they say that the training of the people to develop community schools could be brought about better by using the Elementary and Secondary Education Act. Yet it has been the recommendation of this administration to eliminate that program, also.

Both of these are programs that came to life under your direction over there. I always remember the first weeks on this committee, when you were pushing us into writing the Elementary and Secondary Education Act, you said that a good law poorly administered would never do the job that a poor law with a good administrator would accomplish. In the last 3 years we certainly have come to understand what you were trying to tell us.

Mr. QUIE. Would the gentleman yield?

Five percent of the money is administered by the State.

Are you saying that 50 States are doing a lousy job of administering title III?

Mr. FORD. No, I am suggesting—and you may remember, Al—that when you talked about the possibility of adding this amendment, I said maybe the Office of Education can deal with the title III for R. & D. or some other money, and a young lady representing the Office was going to check into it and see if they had such plans. The word I got back was that nobody is interested.

I suggested to you that we not amend the bill at that time, but that we ought to see if we could prod them into financing it. It is apparent that they have no intention of doing so. They are however, saying in the letter to Chairman Perkins that we don't need a new piece of legislation because we already have authority to do it.

I don't think they will do it unless we say, "Here is some money that ought to be set aside."

Mr. QUIE. I want to point out here that 95 percent of the money has been available to the States. This is a strong push that I made since the inception of the Elementary and Secondary Education Act.

I did not want to see it administered by the Office of Education. Also, according to the amendment this subcommittee adopted and reported to the full committee, 100 percent of the money will be distributed to the States and not left in the Commissioner's hands.

So, there is an opportunity here for the community schools concept to be funded with title III. There is the opportunity there.

I am aware of the additional amounts of money and I was talking to Mr. Riegle about this in the past. I would like to see us tie the community schools concept to the title I of ESEA.

It is not as broad as he envisions in the legislation he introduced and Congressman Lehman introduced, but it should be pointed out that if we are going to condemn anyone for not using title III for community schools, we have the condemnation going against 50 States, not just the U.S. Office of Education.

Dr. COHEN. Could I comment on one point which I hope Mr. Quie will bear with me for a moment now, as it gets on familiar ground.

I am here today advocating another categorical program, and as Mr. Quie knows and other members of this committee know, I am a strong advocate of categorical programs, particularly where they involve new, innovative and yet untried activities in many school districts; and I am perfectly aware of all the problems and all the attitudes that have been expressed before this committee now for some 10 to 15 years.

I do not believe that the generality of title III is a satisfactory mechanism for attempting to spread from 700 school districts to 18,000 school districts an idea that needs some kind of aid as a young child does, some kind of security, some kind of impetus, some kind of help, until it becomes an adult and can stand on its own feet.

I just don't believe that title III in its present form is a viable mechanism to achieve this result in the next 5 or 10 years and therefore I am perfectly prepared to come before you and say that I think it must be a categorical program.

Now, I would make it a categorical program for 6 years. I would have a 1-year planning period that would give the Office of Education in the States an opportunity to recruit the staff and begin to develop the guidelines and the regulations.

I would then have 5 years of grants under the program. At the end of the third year, I would provide by legislation for the appointment of a statutory advisory committee that would make a report on the 3½ years of operations, the report to be made to the two legislative committees, the two appropriations subcommittees, the Department of HEW, and the President. Then this committee, midway in the fourth year, would be able to decide whether to terminate it as a categorical grant program folded into title III or whatever modifications of title III by that time existed, or extend it, or reject it, or amend it.

In other words, what I am saying to you is that it needs some kind of very, very loving care during its initial adolescence in order to become a viable educational program.

Then if you decide on that experience that it should be folded into another program or no longer exist, that is a determination to be made at that time.

Mr. QUIE. Mr. Chairman, I am glad to find a person who agrees with my 5-year rule of thumb that I have had for a long time on categorical programs.

Once they are in operation they ought to last for 5 years. If they are successful then they could be folded into other programs and if they are not successful, then you ought to do something about them rather than let them continue.

Dr. COHEN. But, Mr. Quie, I want to build into that some kind of automatic reexamination so that the committee will not be faced at the end of the 5 years with someone saying the only alternative you have is to let it die or reenact it in the preesnt form.

I want to see some method of evaluation, and, of course, I would like the other legislation to put some kind of money in for evaluation by earmarking 1 percent or one-half of 1 percent for the evaluation.

I would quite frankly want to make this evaluation by a nonbureaucratic group.

Mr. QUIE. An outside evaluator?

Dr. COHEN. Yes.

Mr. QUIE Because everybody else likes to make their own program look good.

Dr. COHEN. Yes.

Well, I think all of us who get involved in anything directly sometimes don't have a broad enough perceptive, but I would want to use some of the people from the program on that evaluation. I think they should have a role to play, but I think it should be an objective report that would enable you to determine whether the original purpose was sustained and whether the objectives were achieved, and then you can make up your own mind how you want to modify it or continue it.

I have enough faith in this idea as being a very, very important objective for the future, that it will be successful, but if it shows up as it has in OEO and title 1 of ESEA and there are some problems, I want to see them corrected.

So, I am very enthusiastic about this legislation, Mr. Chairman.

The only thing I suggest as a legislative device is that I would want to have you see that it says that the Secretary of the Treasury is hereby authorized and directed to make the payments to the school district.

I do not want to see any ambiguity left in it that the money can either be impounded or restrained.

If you are going to get the school districts to work on this, there must be a reasonable certainty they are going to get the money you have authorized.

I think if I may make a humble legislative suggestion, I would rewrite all this legislation to provide that the Secretary of the Treasury shall make the payments and is authorized and directed to do so.

And I believe that is a legislative device by which any further impounding or restraint could be legally sustained in the courts.

That concludes my testimony, Mr. Chairman.

Chairman PERKINS. Any further questions?

Mr. Riegle?

Mr. RIEGLE. Mr. Chairman, thank you for inviting me to sit with the committee.

I want to underscore one point made. I did serve for 6½ years on the Appropriations Committee, and I think you are right. Unless there is a line item authorization for community school activity, we can't be certain that the moneys will be appropriated by the Appropriations Committee. We are seeking a very modest amount of money in terms of the concept we have in mind. I think it is essential that we legislate in an authorized manner so that we don't find ourselves in a situation where we lack appropriated money.

Dr. COHEN. If you have any reluctance about that, Mr. Chairman, I also have another idea.

If that doesn't seem to you to be definite enough, I would then write in the legislation that the Comptroller General of the United States be authorized and directed to make the payments because the Comptroller General, as a specific term officer, is not under the jurisdiction of the executive branch. Since the amount of the appropriations to him can be included in the legislative appropriation bill, that is one way I see to make absolutely certain that any money will get to the people that you want it to get to. I think that is an extremely important point, because I think the school districts of this country, the welfare administrators of this country, the State officials of this country are living today in great uncertainty about what they can commit themselves to do at the State and local level because of the uncertainty of the money that they get.

If you are a mayor today, or governor, or a State welfare commissioner, you don't know how much Federal money you are going to get and you can't plan ahead.

As a result, we are in a period of wastefulness, indecision and complexity that I must say in the 40 years I have been working on this problem I have never seen before. I therefore urge you in any legislation on education to write in some dollar figure that will make certain what you intend will get to the school district.

Chairman PERKINS. Thank you very much, Dr. Cohen.

You have been most helpful to the committee.

Mr. Quie?

Mr. QUIE. I would like to ask more questions.

I thought I was interrupting your testimony before when I was asking the questions.

You were Secretary of Health, Education, and Welfare and you know how important these other aspects of Federal help as well as State help are to young people.

Do you think that education is enough of an area of concern in community schools or do you think we ought to broaden this whole concept to include health and social services and so forth?

Dr. COHEN. Well, I think that there are certain school administrators and school boards which do not view as broadly as I do, as the community school people do, as Mr. Mott does, what the opportunities in the communities are for lifetime education.

Now, let me give you an illustration, Mr. Quie.

Over the last 5 years I have been working very diligently in the field of preschool education, which I believe is of great importance and I support enthusiastically the legislation coming out of this committee on that.

Now, many school administrators and school superintendents look upon pre-school education as a custodial proposition.

They think of it as a babysitting operation.

I view it as one of the greatest opportunities for the early motivation and incentive of young people in the development of the creativity of the child.

It seems to me that we are losing a great opportunity to use the physical facilities of school buildings for early childhood education.

There is an illustration I would like to give you of a difference in conception of the role in education, learning, motivation, creativity and incentive, all the elements that are important in our social system, which many educators today are not in a position to grasp or grapple with, first because of lack of funds, secondly because they have a lot of problems, and third because of a lot of difficulties that are inherent in the K–12 system.

Now, to give you an illustration.

I don't know how many of you gentlemen have been down to see the John F. Kennedy Community Center in Atlanta, Ga., where you have in one building the K–2 school, you have an early childhood education project in the center, you have the welfare department, the maternal and child health center and senior citizens center all in the same building.

If you are talking, as the Acting Secretary of HEW did in the letter that Congresman Ford read, about trying to bring together in some kind of comprehensive integrated unified way the totality of the service that can be made available to the people, the center in Atlanta to me is a model.

I would like to see that kind of community center all over the United States. I think that is a model by which you can utilize the educational services and make that building available to kids just born to people 90 years old.

When I went into that building, I tell you I was electrified with the potentials of lifetime learning and of making it possible for a mother and three children to walk in and have one child go to elementary school, another to the early childhood education program, and for the mother to take another child to the clinic to get the immunization, and for her father and mother to go up to the senior citizens center.

Now that idea, which I think is a viable, important, progressive idea, I must say, is not shared by the superintendents of all 18,000 school districts in the United States, nor by the school boards.

But, I do think it is the wave of the future.

Mr. QUIE. Who was responsible for bringing that about?

Dr. COHEN. I think that particular project, if I recall, the Woodruff Foundation in Atlanta, which is now headed by Mr. Jones, who you will remember was the special assistant to the Secretary for Health Affairs in 1961–63.

He is the executive director of the Woodruff Foundation, in Atlanta. I think he was extremely important as well as others in this idea.

I think it is a very interesting model which I would urge you to take a look at.

Mr. QUIE. Do any of the schools that operate community systems now which were encouraged by the Mott Foundation utilize that same concept of that expansive assistance?

Dr. COHEN. Mr. Mott could speak what they have done in Flint and in a number of the other communities throughout the country.

I recall speaking of this with Frank Manley, who was one of Mr. C. S. Mott's advisors on this idea. I am extremely anxious, as you might expect from my past experience, and I am committed to the idea of trying to dovetail health, education, and welfare together into a more—and when I say integrated I mean it in a different sense—integrated in the sense that people in a community have all of these services available to them in an efficient manner.

My experience, might I say, at the time I was in office with the Watts situation in California, was that poor people had to go to too many different places, at too long a distance without adequate transportation, at a cost they could not afford, the result of which was frustration and alienation about the whole community services in that area.

A mother with a sick baby and two or three other children just couldn't manage to obtain services in the Watts community situation until some changes were made.

What I would like to see is a building, a unit, a system, a concept that brought these services together to people where they could use them efficiently and effectively.

There are 3½ million women on welfare today, mothers of children on welfare.

As far as I am concerned, one of the reasons I am enthusiastic about this community education idea is that I think we have to get those welfare mothers back into the educational stream.

If they are ever going to work when their children grow up, they have to have some type of skills that an employer will be willing to purchase, and to allow them not to have educational opportunities at the present time by the failure to make the educational system adapt to their needs, I think, is one of the great faults of the present education and welfare system.

So, I would like to see programs for budgeting, early childhood development, career development, career education for those women.

I would start with the women whose children were over the age of 12. I wouldn't try to do everything at one time, but start there and develop courses they would like to have in the community education center. I believe that is one way in which we might keep the welfare problem from mounting in the next 10 years.

Mr. QUIE. You have, I think, given us good testimony on the direction we ought to go.

The legislation that has been introduced does not address itself to that comprehensive aspect.

Dr. COHEN. That is correct.

Mr. QUIE. Are you suggesting that we ought to amend the legislation and include that kind of comprehensive program?

Dr. COHEN. As you know, Mr. Quie, I am a great incrementalist. I never try to get the millennium enacted all at once.

I believe that the legislation before you is a step in the right direction. I believe, as I said earlier, that it will prove itself, and once it proves itself during the next 5 years, I would be glad to come back and take another step.

But I am afraid that the comprehensive idea I have is not shared universally by superintendents of schools and school boards at the

present time and I wouldn't want to frighten them too much by having too broad an idea they felt was impractical.

Mr. QUIE. If we only pass legislation that is now acceptable by most of the school superintendents, what do we gain?

Isn't the purpose to pass legislation to lead?

Isn't this 5 years really an encouragement to get the people to that area?

Isn't it possible that we might be able to take a bigger step than is in the legislation?

Dr. COHEN. Yes; I agree with your philosophy. I think that what I am suggesting is that it be about 25 percent ahead of what the present attitude is but not so far ahead that you are doomed to failure before you begin.

I am one of those who thinks that in the OEO program we tried to do too much, too fast.

Mr. QUIE. We recognize that.

Dr. COHEN. In which we were not able to carry along people with the managerial ability to carry out the idea.

So, I am willing to cut back a little bit on the general theory that nothing succeeds like success.

If you can show people that you do step 1, well, then, they are willing to take step 2.

Mr. QUIE. There is a difference between this and the OEO.

There we started out with a new agency in the Office of the President and bypassed States and all elected officials. This legislation would deal with the Office of Education through the State departments of education and to the school districts that presently exist.

So, we have existing organizations and nobody is going to stand out there fearful that we are starting with a new monster in a school district.

They exist and are pretty well accepted now.

Dr. COHEN. However, I have to make one admission. Some of my colleagues in the education system of this country are among the most conservative people in the country.

I am sorry to say that, but when you were talking about the 50 State educational departments and you are talking about 1,200 schools of education, one of which I am the dean of, they are not models of great innovative perspective.

Mr. QUIE. Let me ask you this. You were Secretary of HEW; are they any worse than the U.S. Office of Education?

Mr. FORD. Then or now?

[Laughter.]

Dr. COHEN. Well, of course, there are 18,000 school districts, 18,000 school boards, and among those are some innovative ones.

Mr. QUIE. I am sure there are.

Dr. COHEN. I think what I am trying to say is that I want to encourage them.

I think that there are innovative people in the Office of Education. I think that to put it where I know, if I were in the position I was in 5 years ago, I would try to bring more innovative people into the Office of Education than bureaucratic type people, and I would try to have them work more successfully with the State department of education.

They have not worked with the schools of education at all in my opinion, Mr. Quie.

If I were to make a criticism of my role in the past, and the present administration—and I might say that I discussed with Mr. Marland this subject extensively and I had a visitation of deans go to see him—there are 1,200 schools of education in the United States who prepare the teachers of the future.

The Office of Education does not even pay any attention to the schools of education.

They are the only places you can get a teacher's certificate and the Office of Education, and I might say even NIE, now practically forget that they are even in existence.

The big error has been that we have paid most of our attention to the school districts, the principals, the superintendents, and the school boards.

They are not the ones who formulate the long-range educational philosophy of the United States; they are formed by the professors of education in the schools of education and the Federal Government doesn't even spend 5 minutes a year paying attention to them.

So, I think you are looking at the wrong point.

Mr. QUIE. I might add that here, though, the bill says the Commissioner shall establish programs in community education which will train people as community school directors, so at least here is a step in the right direction that you suggest.

Also, let me first make a comment and then ask my final question.

The comment I want to make is that from listening to testimony and trying to find out what is going on then in the country, I am really impressed at the innovative change that has occurred in local schools around the country.

There have been some exciting things occurring there in the whole area of instruction that was not dependent on the U.S. Office of Education at all, despite the help that title III gave, and I think it has been substantive.

What I have really been impressed with is that those schools you must be referring to really have some exciting things happening in them. In Minnesota I know this is true from talking to a few superintendents and principals who really have the concept of learning well thought out, rather than just going and teaching it through the funnel.

The second thing is that some State departments of education have really been outstanding. I think in Michigan Dr. Porter is a tremendous person and I have been pleased what is happening in the State of Michigan.

It has been out front for a long time. There could be a tendency to rest on their laurels, but the legislature—and I am pleased that Jerry Hughes is here from Minnesota—really has done some exciting things.

But, what I am concerned about is turning over to the Commissioner, the U.S. Office of Education, the responsibility for these programs.

So much is out there that I would like to give more trust to those schools that are innovative and more trust to the State departments of education to see if that can't be an encouraging way. That is really the direction I think we have moved in the legislation so far.

Dr. COHEN. Could I comment on that, Mr. Quie?

There are two ways of looking at the problem that you present. One is looking at the legislation with all its inadequacies and its faults and its bureaucracy and to say the Secretary of HEW shall do this and the Commissioner of Education shall do that and the States shall do that.

I don't have any great substitute for that because you have to use some kind of organization or institution to do these things and hold them accountable. But I do attribute a large part of the innovation that you are talking about that has happened in the last 10 years to what Congress and the administrations have done in the totality of educational legislation in creating a new climate of opinion, a new ethos. Not that title III itself was so operationally successful, but I think title III had a tremendous important impact upon the educational system of this country.

I think the impact of title II, plus title III, plus titles V and VI, in a synergistic way had such a tremendous impact on education throughout this country that I would like this committee and, if I may add, myself, to take a little credit for creating an ethos or climate that makes flexibility a much more key element in the American educational system. I would hope that this committee would continue to take the leadership in creating new emphasis in legislation, because I think that activates these people in education that you and I want to stimulate to say, "Yes; there is somebody in Washington, there is a committee on Congress who is giving us the leadership to do things."

Now, if you start looking at a particular statute, I can find a lot of fault with it, too. It uses fallible human people. It uses Commissioners of education who come and go and, I might add, Secretaries of HEW who come and go. But the important point is what is the net residual impact on the 3 million people in the educational structure of the United States?

Do they believe that there is hope for flexibility and variation and innovation and experimentation or do they believe that the status quo is right?

I believe what you have done in this committee—and I compliment you for it—is that you have been willing to initiate programs and take steps that have sustained the vitality of people who wanted to experiment.

That is what I hope you will do in the future.

Mr. QUIE. What I was trying to stress here is that we don't bypass any part of this because title III starts out bypassing State departments of education.

I think that is a serious mistake.

Dr. COHEN. Wait a minute, I think that was a great tactical point.

If I may on that, as you know, I went through all that discussion during 1965–66.

I know exactly what you are talking about, but I want to say that I think John Gardner and the others who created title III in the recommendation in the 1964–65 task force wanted to do something that would jar the State education departments from their lethargy and in that sense, Mr. Quie, it was a great strategic success.

I don't recommend it as a permanent policy, but we all know that occasionally you have to do something to get people off a dime, and

title III got the State education departments off the dime, got new people in, got a lot of stimulation underway.

I think title III had an important impact in creating an innovative push.

I think John Gardner's idea was of great importance.

Mr. QUIE. We won't pursue that any more. I want to ask the last question.

I have taken too much time here. That is, when I first asked you the question about comprehensive services I was talking about kindergarten through 12.

Service has to be made available to them. You addressed yourself to preschool. A number of people that I have talked to in various parts of the country, as well as some friends in Minnesota who have looked at this feel, that the basic responsibility for that area, parental to kindergarten, should be health, which was a new one to me.

I really hadn't looked at it that way and I am trying to figure this out myself. You are an excellent witness to give us some advice on this matter.

Is health the main responsibility?

Should the health department have the main responsibility in that area?

Dr. COHEN. Well, you know you couldn't ask me a better question because I am a grandfather 5 days old right now, so I am just filled with all sorts of ideas as to what you do for this new little Cohen grandchild.

If you will look, Mr. Quie, at my 1968 report to the Congress, my final report, I recommended in there that the United States adopt what I call a kiddy-care program.

That was an attempt to provide prenatal and postnatal care for every child and mother in the Nation so that every child would be born wanted and well and, if it had any remedial defects, they would be corrected before the age of 6 when the child went into elementary school.

I am even more convinced today that my recommendation in 1968 has a great deal of merit in it and, I might say, on several occasions I have gone to Chairman Mills to discuss it with him because the maternal and child health provisions of title V are under his jurisdiction, and he has given me reason to believe that he is enthusiastic about the basic idea.

Incidentally, this is one of the cheapest health services there is compared to medicare.

Where medical services are five to ten times the cost for older people, prenatal and postnatal care are the cheapest per unit services we have in the whole health system and has great impact on starting children correctly, healthy and well.

I would have more prenatal courses for mothers and fathers. That is why I suggested this device of this building where the mother will get her prenatal care and she would get these other services. But I don't think in answer to your question we will achieve that until we add on to the medicare program the kind of kiddy-care recommendations that I recommended in my 1968 report.

Mr. QUIE. Thank you.

Chairman PERKINS. Mr. Ford?

Mr. FORD. Mr. Chairman, I feel like I would like to spend 30 more minutes here. I have been with Mr. Quie now close to 10 years on this committee and I sit here in rapt amazement to see Wilbur Cohen talking about moving slowly forward, taking a conservative approach, while the ranking Republican, who has had so much to do with writing all of the legislation, is advocating that we leap forward into the future much more rapidly and try to drag along Wilbur.

Somebody has changed a little bit. I am so happy you came here today and gave me the opportunity to watch this exchange.

Chairman PERKINS. The general subcommittee will now recess until after the markup.

[Whereupon, at 10:27 a.m., the general subcommittee hearing recessed, to reconvene after a markup session.]

AFTER RECESS

Chairman PERKINS. The subcommittee will come to order.

I am going to call on the gentleman from Michigan, Congressman Riegle, to introduce Mr. Mott.

Mr. RIEGLE. Mr. Chairman and members of the committee, I would just like to take a moment to introduce Mr. Harding Mott, president of the Mott Foundation, who comes from my District in Flint, Mich. The Mott Foundation some 40 years age conceived and breathed life into the concept of community schools and, over the years, has been responsible for seeding this concept across the United States. Especially, I think, Mr. Mott today applies as much time, effort, and personal leadership in the advancement of this concept and its realistic application in America as any single person.

So, it is a great honor to introduce him as a constituent and a person who I think is probably the foremost leader in the country in this area.

Chairman PERKINS. Go ahead, Mr. Mott.

## STATEMENT OF C. S. HARDING MOTT, PRESIDENT, MOTT FOUNDATION, ACCOMPANIED BY DR. CURTIS VanVOORHEES, PRESIDENT, NATIONAL COMMUNITY SCHOOL EDUCATION ASSOCIATION

Mr. MOTT. Thank you, Mr. Chairman. It is indeed a privilege and a great pleasure to appear here today after 35 years of working in the vineyard of community education and at least to be able to speak our piece.

It is really very gratifying.

I want to thank Congressman Riegle for all he has done to bring this to the attention of the Congress; also my thanks to Congressmen Ford, Quie and Lehman, who are stalwarts in this field.

I have formal testimony here which I would like to present to the committee.

Chairman PERKINS. Without objection, the testimony will be inserted into the record.

[Mr. Mott's statement follows:]

STATEMENT BY C. S. HARDING MOTT, PRESIDENT, CHARLES STEWART MOTT FOUNDATION, FLINT, MICHIGAN

May I open my remarks with an expression of appreciation for the opportunity to appear before this Committee. As you know, the 1969 tax law forbids Foundation personnel from participating in discussions for or against proposed legislation unless specifically invited by a Government agency to do so. Therefore the invitation by this Committee for myself and my colleagues to appear before you is especially welcomed. I assure you we will limit our remarks to Community Education as we know and view it in light of our experience during the past 35-odd years. We hope our comments will be fruitful as you consider House Resolution 972, described as the "Community School Center Development Act."

So, with that preamble and with greetings to all members of the Committee, I am pleased to open the testimony with a broad overview of Community Education. Others following me will provide specifics and all of us will be pleased to answer to the best of our knowledge and ability whatever questions you may have.

The existence of Foundations goes back to the brink of human history, in the sense that they were private funds set up for public benefit. The Pharaohs of ancient Egypt established funds to promote what they conceived to be the common weal, and Benjamin Franklin usually is conceded to have formed the first Foundation in the United States—with proceeds to go to "young married artificers." Strangely enough, the purposes of Foundations have not radically changed through the centuries. Each has had a rather precise purpose, be it religion, education, the arts, science and so forth.

In the United States, where Foundations have burgeoned more than anywhere else, the Kellogg Foundation is principally concerned with health services; the Kresge Foundation supports construction of buildings for worthy purposes; the Kettering Foundation is mainly interested in higher education, and the recently-enlarged Johnson Foundation is obviously oriented to the general field of medicine.

My father established the Charles Stewart Mott Foundation in 1926 to assist worthy causes and charities in the community of Flint, Michigan. But it was not until 10 years later that a major breakthrough came—although at the time it was a rather casual incident. An energetic young athletic instructor suggested to Mr. Mott that it was a shame for public schools, and usually their playgrounds, to be closed for so many hours out of every 24. Why not keep them open well into the evening hours, let the kids use the playground and their parents and older folks utilize the school's facilities for recreation, for advanced study if they wished, or for just plain fellowship. Mr. Mott liked the idea and made a grant of some $6,000 to try it out for one year at five schools. Eventually, community rooms were set up at each school, and at one of the older buildings, everyone agreed the first priority was to do something about the lighting. So fluorescents were bought and installed. The program grew largely on its own, according to the needs of the children and the oldsters. Women began instructing each other in cooking and sewing, men became acquainted with budget and income control—and the kids came off the streets to play in the schoolyard or the gymnasium. It doesn't sound like much now to recount the events of those days, but, humble and homely as they were, thus was born Community Education, a philosophy and concept that has spread across our nation and to many foreign lands. The very fact that the Congress is deliberating its impact upon hundreds of communities and the life-style of the millions of people who dwell within them, as you are doing today, is perhaps the highest tribute ever paid to the Community Education Concept.

The man who had that first dream and, with some apprehension, presented to my father, was the late Frank J. Manley. Mr. Manley's name will be honored for so long as Community Education exists. With what I trust is pardonable pride, I also am hopeful that the name Charles Stewart Mott will be revered for whatever he contributed to this concept. He was a man of many careers, and successful, but his greatest dedication was toward People, helping them help themselves, which is really what Community Education is all about. He was actively preaching and living the doctrine of Community Education until the very last weeks before his final illness at age 97 earlier this year.

Perhaps at this point I should try to define Community Education. I emphasize "try" because it is not an easy task—and it means many different things to many people.

In its early days the Mott Foundation set forth its formal goal in these words: "To increase the strength and stature of character in individuals and thereby strengthen our free enterprise system of society."

That philosophy, then, amplifies into two more specific goals which begin to capture the philosophy of Community Education. They are: "To produce citizens of strength and quality, each of whom accepts his full responsibility as a citizen; and, to encourage all citizens to work effectively together in a democratic society of free enterprise toward a better community."

With your permission I would like to inject, at this point, a succinct comment that my father liked to make and frequently did. It went like this: "My work here in our Foundation is not the development of geniuses. It is to help the ordinary man, woman and child (up grading the people. I do not believe in so-called dream of a college education for everyone. I do believe that everyone should be given an opportunity to acquire knowledge and education in spite of financial difficulties, and to whatever degree they have the desire and the capacity to absorb it."

Sometimes we hear that Community Education means teaching people how to tie trout flies or decorate cakes. Now if a senior citizen wants to tie his own flies or a young girl wants to decorate cakes, then that isn't all bad. But people who stress these activities miss the entire point. First, it gets people *interested* in something—something they apparently want to do and are willing to spend leisure hours learning how. Most important, however, it draws the community into a school, since most Community Education programs are headquartered in neighborhood school buildings. Once in the *school*, their interest very often orients itself toward further education. There, Gentlemen, is where Community Education comes into its own.

I said I would not go into specifics but permit me one classic example to illustrate this point. In an Arizona town the Community School Director went to great pains to offer classes whereby Mexican residents could become American citizens. Not a single person enrolled despite an elaborate publicity campaign. But one mother happended to express an interest in knitting. A class was set up and immediately 28 women came to learn. When they completed their course, proudly displaying their newly-knitted garments, they were asked if they would like to join a citizenship class. All 28 joined and each of them now is a citizen of the United States.

I think that example—and countless others like it—adequately answers the fly-tieing-cake-decorating propaganda which doubtless you have heard or will hear during your consideration of the Resolution. And that's enough on the subject of Community Education detractors.

Schools. Why schools as the center for Community Education activities? This is a question sometimes raised by serious-minded people and it deserves a fair answer. And the answer is as logical as it is simple. Schools are the best Community Education centers because:

They are centrally located in neighborhoods.

They have facilities adaptable to broad community use.

They have human resources necessary for identification and solution of human problems.

They are owned and supported by the public.

They are non-political.

When we say schools we usually think of children, but in the Community Education Concept we're looking at the entire community—pre-school children, children as students, parents, non-parents, and there is a rapidly growing emphasis in assistance to and involvement by Senior Citizens. But first let's do consider the youngster in school, ranging in age say from 6 to 16. In this context I am not talking about a good student or a poor one, a child from a wealthy family or a disadvantaged one, and certainly I am not referring to ethnic background or color or race or religion. Just a youngster in school. Period.

Let's say this child is in school about 5 hours a day. He's getting his education. Right? *Wrong.* That may have been true two generations ago when the child got his Three R's in school and spent most of the remainder of his time in his father's store or helping on the farm or out earning a little extra income. Those conditions may have been adequate in their time but we have come a long way since then. We now recognize that a child is a product of his *total* environment—and his time in school does not represent even *one-half* of that environment time. When we say a child is a product of and molded by his total environment, it

gives us a little pause, for by this we mean his family, nutrition, health, safety, housing, and very importantly, his peers. Add these all up and what do you have? Simply this: the child is molded by the community in a broad sense, by everything that bears upon and influences his growth into manhood. You may cite some exceptions, to be sure, but basically there is a lot of truth in the old adage that the tree grows in accordance with how the twig was bent. This brings us to the crux of Community Education. I'm sure I can't be misquoted or misinterpreted if I paraphrase a bit of Congressional testimony with which you are familiar: What's good for the people is good for the community in which they live, and what's good for the community is good for the people, be they little children or senior citizens who need something to brighten their twilight years. I'm reminded that Mr. Mott, still working at the advanced age of 97, had as his motto:

> We approach all problems of children with affection.
> Theirs is the province of joy and good humor.
> They are the most wholesome part of the race, for they are freshest from the hands of God.

Those words, incidentally, first were spoken in Washington by President Hoover in 1930 during a conference on child health and welfare in Constitution Hall.

Schools, therefore, are ideal centers for Community Education in its broadest planning and program concept. Activities, of course, frequently must and do take place far from the school locale. We have a grizzled veteran in the West who spent a very few days in school but who is an extremely popular instructor in survival techniques—and you can bet he holds his classes up in the mountains! In the main, however, the school serves as a civic center, a health center, a socialization center—the most ideally situated facility where a community can mobilize its resources to come to bear upon problems which it, as a community, identifies.

From our standpoint as a Foundation, the choice of school facilities is quite obvious. It means we can use facilities and staff that already are extant. In other words, we can piggyback on what already is a big investment and thus avoid costly duplication.

Further, as a Foundation we believe that our role as a sponsor of Community Education is an ideal outlet for utilization of such resources as are at our disposal. We believe that we are encouraging community involvement in the community's problems—we follow a firm policy of planning *with* people, not *for* them. We, working through Community Education, offer no 'handouts' in the coarse sense of that term. What we try to do is to provide opportunities. Working through schools and under their public aegis we think we avoid political, religious, racial and similar hang-ups. In urban areas particularly we are convinced that by working through the established school system there is created a much-needed sense of "community", of identity, of "belongingness."

Other speakers will enlarge on this subject, but the use of school buildings makes possible more attention to pre-school activities and greater liaison between parents and youngsters through the entire K–12 learning period. Community Education provides a logical linkage between the home and the school, especially so when parents attend adult education classes in the same building and become personally acquainted with the teaching staff. New channels of activity likewise are opened for senior citizens. We find them serving as baby-sitters while parents are in classes, often as instructors and supervisors in subjects of particular interest to them. Community Education programs have in fact opened a whole new world of interest for the elderly. It is an interesting new dimension not even thought of a relatively few years ago but one that now has great promise.

Another intriguing dimension is how Community Education coordinates the efforts of many service agencies. We find this to be true throughout the country. In Flint, for instance, more than *90* service agencies work closely in various aspects of adult education, and at least 34 of these provide facilities for educational programs—these being in addition to school buildings themselves.

Now to return to one of the first schools in Flint where all this began.

The name of the first real pilot school was "Fairview School," and maybe that was prophetic. At any rate the first year's activities at Fairview attracted a lot of attention, and other schools began asking for similar programs. In a relatively few years the concept spread through all of our community and

gradually into other cities and to other states. People came to see first-hand what all this Community Education business was about. Almost incredibly, the number of visitors climbed to 10 thousand then 12 thousand a year. Apparently they liked what they saw because they went home and set up similar programs. They had one problem: where to find Community School Directors. Obviously there was only one source—Flint. So rather naturally they proselyted our trained directors, and soon they were taking them faster than we could train new cadres. Then in cooperation with seven Michigan colleges and universities, we set up a national training center. This proved to be only a stop-gap. There still were not enough community school directors to meet an ever-increasing demand. Whereupon we began establishing regional training centers at geographically-selected colleges and universities. We now have 15 such Regional Centers, and they are great, but the demand continued to exceed supply. Our next step, therefore, was to set up what we call Co-Operating Centers—meaning facilities at institutions serving as adjuncts, so to speak with the 15 established centers. The Co-Operating Centers help alleviate geographic problems and at the same time are less costly than our fully funded Centers. A total of some 30 Co-Operating Centers are now in operation or in an advanced planning stage.

The job these Centers have done is little short of fantastic. A part of their task is to help develop Community Education in schools within their respective areas, and as of now there is at least one Community School in more than 470 school districts throughout the nation. This means that Community Education is available in school districts encompassing six million people. This is not to say that six million people are participating in Community Education programs, but it does show that programs have extended nationally to such a degree that they are available to a sizeable portion of the population.

The Centers have provided a continuing source of graduates trained in Community Education. In the past six years they have, coupled with the National Training Center in Flint, turned out more than 600 graduates with Masters and Ph. D degrees. The Centers function as a network and as a team. Expertise is interchanged from one to the other. Their accomplishment is a fascinating story in itself.

Now, Gentlemen, we come to the nitty-gritty, and what I have to say at this point emphasizes my most serious gratitude for the opportunity to talk to you today. My message is simply this:

> The Mott Foundation has arrived at its maximum budget limitation in support of further development of Community Education.

Yes, even Foundations do *not* have a bottomless well of resources.

To recap for a moment. As the Community Education concept grew and began spreading to areas far removed from Flint, Mr. C. S. Mott conceived this to be a crowning achievement in his long quest to try to help his fellow man, and, it was his strong conviction that everyone should try to return to society some measure of the benefits he had received. Putting this belief into action, in 1963 he transferred about 90 per cent of his personal wealth to the Foundation. The Mott Foundation now has assets rated at about $400,000,000 and is among the 10 largest Foundations in the nation, as well as one of the oldest in point of major activities.

In all our years in Community Education, I want to emphasize, we have not been an operating institution. We have tried to serve as experimenters, as generalizers, as organizers. We have endeavored to give financial support to new ideas, to innovations, to things which public monies could not normally be used for. We have not tried to become specialists in adult education, or in recreation, or in any similar fields, but we *have* tried to help those who want to become specialist in those areas and have new concepts they would like to try out. In a word, the Mott Foundation has tried to make in Flint a "laboratory", if you will. Innovations that were successful could be adopted by other communities if they so wished. Those that failed in Flint likewise would serve a purpose. And I may say that not every idea we've tried has been an overwhelming success. We've had some failures, but that's what it's all about.

In summary, my purpose in being here today is to inform this impressive committee that the demands for further expansion of Community Education have exceeded the capabilities of our resources. It's as simple as that.

Inasmuch as I have been extended the privilege of commenting upon House Resolution 972 without violating Foundation restrictions, I wish to say that I

and the Mott Foundation soundly applaud proposed legislation in the area of Community Education. In effect, the United States Office of Education will be "taking on where we as a Foundation must leave off." I am proud of our record as a Foundation, for we have provided risk capital, experimented, made some mistakes, but, we have made substantial progress in the bright and challenging concept of educating communities to help themselves. Legislation such as this, with a minimal amount of money, will permit the federal government to play a leadership role in a role that it *should* play—meaning the maximizing of a community's use of its educational facilities and personnel.

It always has been a source of satisfaction for us to see how each dollar we invest in Community Education has been multiplied many times by money from other sources. During the past two years the ratio has been 20 to 1—meaning that for each dollar we contributed, 20 more dollars were generated from sources such as federal projects, state appropriations, tuition and fees from participants, and at local levels. That tells us something about Community Education and how Foundation funds, properly allocated, can produce benefits on a multiplying scale.

And yet, Gentlemen, we are hardly on the threshold of the potential Community Education offers us. We have come a long way from Fairview School, but even so not quite 3 per cent of the school buildings in this country have Community Education programs as a part of their regular function. Perhaps more than anything else, this points up the challenge that can be met by federal legislation.

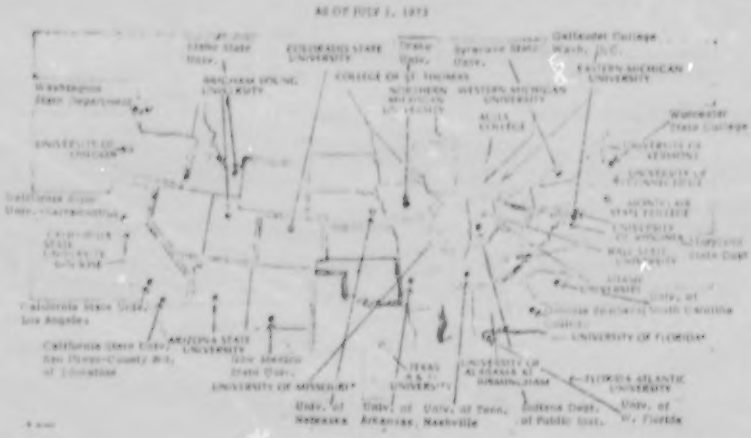
And if such legislation is enacted, let me add, it certainly does not mean that the Mott Foundation is withdrawing its support. Our funds will still be available to do flexible research and development to keep the community education approach relevant to the needs.

My father, who was never known as a spendthrift, was firmly convinced that the Community Education route was the best way he could spend his personal dollars in his effort to help people to enrich their lives and also the lives of their neighbors.

I wish to again thank this Committee for the opportunity to speak on behalf of a subject which is so close to my heart—Community Education. Please be assured that I and the staff of the Mott Foundation will give to the Committee and to the U.S. Office of Education all assistance and information that it may be within our power to provide.

Thank you very much.

## Locations of Regional Training Centers



This article from a recent issue of The Christian Science Monitor describes only one of many aspects of Community Education:

[From the Christian Science Monitor, Aug. 4, 1973]

EDUCATION—WOMAN WITH A CAUSE: "ANYTHING THAT'S GOING TO HELP THE CHILD"

HOME-SCHOOL COUNSELOR GOES ALL OUT TO ENLIST PARENTAL SUPPORT OF LEARNING

(By Kenneth G. Gehret)

"Yes, I know Mary Towner. Everybody in Flint does," the hotel doorman said. 'Not personally, but I hear what she's doing for the schoolchildren, and I've seen her on TV."

Mrs. Towner is a gracious yet determined woman with a cause. The cause is a better life for the poorer residents of this General Motors city.

She is widely known as a gentle persuader and an effective crusader.

Those who know her best are the 400 families whose children are enrolled in the Dewey Elementary School. That's the section of town in which the dynamic black woman lives and works. She's a home-school counselor, one of 25 indigenous neighborhood residents throughout the city who spend full time strengthening the ties between individual schools and the families they serve.

Mrs. Towner doesn't put it that way. She views the work in more personal terms. "Anything that's going to help the child is our job."

"I'm not a social worker," Mrs. Towner emphasizes. "And I don't go into the home like somebody who has a right to be there. I don't tell them what to do. I'm a friend. I'm there to be of help if I can."

Help may include talking with parents about a hyperactive newcomer to the school, arranging a meeting with the teacher, referring the family to a clinic when the problem is found to be a deficiency in hearing. And even making an appointment at the clinic and driving them there.

CLOTHING PROVIDED

Or assistance may take the form of encouraging a mother to send her children to school cleaner and better dressed, sometimes finding suitable clothing for them.

Often she makes sure that families know about services and programs available to them, where and when to apply, how to fill out the forms required.

Recently, Mrs. Towner spent a day in court. She doesn't like to see things take this turn. But the city's protective services agency had brought charges against a mother of six for absenteeism. Her first- and third-grade youngsters weren't getting to school, and she wasn't at home with them much of the time.

In court, the mother agreed to cooperate with Mrs. Towner. The children returned to school. The home-school counselor arranged to get shoes for them free of charge and helped with other difficulties.

ATTITUDE WATCHED

She visits the home from time to time and reports that the mother's attitude has changed. The house is clean, and the mother has agreed to the teacher's request that one child repeat his grade next year because of work missed.

Mrs. Towner has a knack for getting things done. She can coax, plead, and appeal to people's better nature. "I can't beg for myself," she says, "but I can go all out for others."

One example: She talked a group of welfare mothers into wanting to learn job skills, then persuaded the appropriate school official to set up classes for them.

Before the 10-week program was completed, Mrs. Towner did some more "begging." This time it was with a Buick plant executive she knows. "Jobs," she said, "for as many of the 30 women as are ready."

Nineteen qualified and were hired. That was two years ago, and 6 are still on the job.

MOTHER GET ROSES

Mrs. Towner begs from neighborhood mothers, too. "Send me cupcakes, all you can," she announces. And in they flow. Sold at lunchtime to schoolchildren, they underwrite an end-of-the-year dinner for the youngsters, an assembly program for children and parents, and a red rose for each mother present.

A cake bake-off for fathers and sons netted more than $90 this year toward camp for 60 boys. The balance of some $400 came from the sale of candy door to door.

Mrs. Towner wants people to help themselves. She is strong on "black pride." "Some say they can't do much because they don't have the money other people do. I tell them that's no excuse. 'You have the same size brain; you have just as many hands, don't you? You can do anything others can do.'"

To underscore the point, she arranged a "Talent-arama" in the school gym. Neighborhood parents were asked to bring in things they had made, many of them in the adult classes run by the school district.

HOMEMADE MERCHANDISE

In poured a variety of homemade items: men's suits and other clothing, flower and plant arrangements, upholstery, ceramics, and even a published book.

"The gym was filled with things they brought," the vivacious woman relates with obvious pride, "and with people who came to see the display that day—500 of them. It was beautiful."

Mrs. Towner is a busy woman. A widow with two grown daughters, she is free to devote herself almost completely to helping others. A modest salary does not deter her.

She started in this work 10 years ago when Mott Foundation funding opened 14 home-school counselor positions. The foundation is a local philanthropy that has channeled upward of $50 million into Flint community-school education and related projects over the years.

"Every day is full of challenges, and every day is full of rewards," this warm, motherly woman acknowledges quietly. "It's a beautiful job."

APPENDIX I. AN OUTLINE OF THE DEVELOPMENT OF THE COMMUNITY SCHOOL CONCEPT

The Community School Concept, its development in our "laboratory"—our home town of Flint—and the encouragement of other communities to try the same thing, have been the chief projects of the C. S. Mott Foundation for its nearly fifty years of existence. In looking back over our "history" since 1926, I think it would be helpful for the committee to understand how we happened to choose this vehicle for our charity.

My father, C. S. Mott, who was actively engaged in the work of the Foundation personally until his death last February at age 97, was not a spendthrift. He wanted to see a big bang out of every buck spent and—with Andrew Carnegie—he believed the best thing a man of means could do for his community was to place within that community the appropriate "ladders upon which the aspiring could rise". So—back in the 30's when he was looking around for effective ways to help people help themselves he was taken by the idea a young Flint educator had.

I. (*a*) Frank Manley's idea about using 35 boys' clubs that already existed (schools), (*b*) Schools were "sleeping giants" as Senator Church has described them, (*c*) State of five schools and good results, (*d*) Expansion to 20, 30, finally all schools, (*e*) Disappointment that juvenile delinquency not really reduced, (*f*) Recognition that a youngster is a product of his *total* environment—family, nutrition, health, safety, peers, economy, housing—the *community* molds the child, (*g*) The idea that a school, properly mobilized and conceived could be a total human resource development center—would influence total community development, (1) Recreation and education from pre-school through Senior Citizens, (2) Socialization Center, (3) Civic Center, (4) Health Center, (5) Place wherein community can mobilize resources to come to bear on problems.

II. Sensible to a foundation because, (*a*) Uses what is already there, 1. Facilities, 2. Staff, (Piggybacks on a big investment that doesn't have to be duplicated), (*b*) Forces community involvement—must plan *with* people, not *for* them. Program won't survive if it doesn't get customers, (*c*) Helps people help them-

selves—no handouts—just opportunities, (*d*) Takes place under aegis of public school—no political, religious or racial hang-ups, (*e*) Gets a lot of bang-out-of-buck, (*f*) Most importantly, creates a way to rebuild communities within urban areas—a sense of identity, belongingness.

III. As Program in Flint prospered, drew more and more attention, (*a*) 10–12,000 visitors per year, (*b*) Other communities asked how to get started, (*c*) At first they hired away our trained people, (*d*) Then we began to see need for greatly expanded training, (*e*) Established intern program—70 people a year—still not enough, (*f*) Tried helping some other districts with direct funding—not completely successful, (*g*) Came upon idea of funding college and university Centers, (*h*) Now up to 15 Regional Centers and 30 Co-Operating Centers, (*i*) 900 communities have community education in some degree, interest mounting, (*j*) No way this Foundation, with limited funds can meet growing need.

IV. Hence, we applaud kind of legislation as taking on where we must leave off. Believe we have served a foundation function well—have provided "risk" capital, experimented, made mistakes, learned some things and will be most anxious to share with U.S. Office of Education what we have learned.

Believe, at very minimal amounts of money, this bill will allow federal government to play the leadership role it should be playing in this most sensible and practical approach to maximizing a community's use of its educational facilities and personnel. This plan satisfied a hard-headed Scot that he was getting the most for his own personal money this way.

C. S. Harding Mott, Addenda to Community Education Testimony September 6, 1973.

### Why Is Community Education Different From What We Already Have?

It provides both the means and facility for any community to mobilise its resources and bring them to bear on problems which it identifies. The logic of community education as a delivery system for satisfying individual community needs has been thoroughly tested over the last 35 years. It is very successful.

And this has caught on in community after community. You see it in places like Miami; Atlanta; Worcester, Massachusetts; Washington, D.C.; Minneapolis; St. Louis; Salt Lake City; Boise, and Phoenix. All across the United States.

And looking at this picture, it is important to note that the community school serves as a catalytic agent bringing together such agencies as civic center, health center, socialization center—all within the framework of an educational center—the public school. You see better delivery of all services with less duplication. You see focus.

The public school obviously is an already established agency reaching into every area of the country, extending services to the local needs. The foundations of community education are all in place.

Among the states which in the last ten years have included community education within their State Department of Public Instruction budgets are: Florida, Maryland, Michigan, Minnesota, Utah and Washington.

Certainly the emphasis in community education is the community: people helping themselves and one another—working together in a democratic society toward a better community. This is a flexible process. It promotes diversification of programming according to the needs, wants and local resources.

Further, it gets people interested and involved in their schools and their community as well as in each other. Flint, Michigan, for instance, has a 25-year history of community support in 16 millage campaigns and so far we have been able to pay as we go for capital improvements. The school district has no bonded indebtedness.

As a quick post script to this point, I should add that our experience shows that community education can also re-establish a sense of community in the large urban centers.

### Why Should the Federal Government Give Support to Community Education at This Time?

For these interrelated reasons. Today community education is working successfully in 470 school districts across the country. These districts serve a combined population of nearly 29,000,000 people. The idea is catching on rapidly.

Community school buildings are opening to the community education process at the rate of over 400 per year.

Within five years we expect 2,600 school districts across the country will be involved. Their population will total many millions of people. Such growth of community education is almost exponential.

Coupled with this is the fact that the Mott Foundation has extended its resources as far as it can to bring the resources of community education to so many millions of people across the country.

Only the Federal Government has the leverage now to handle a movement of this magnitude. Only the Federal Government can assist in developing the leadership now needed to challenge state and local governmental units to provide leadership and avail communities of the value of community education and share responsibility for its cost.[1]

Mr. Morr. You have asked us to refine our testimony and brief it and I find that it would be better for me to summarize my summary.

Chairman Perkins. Go ahead.

Mr. Morr. Many of the points of view have been expressed to the committee by former speakers and I am sure by those who are to follow.

We have been working on the community school program, as has been said, for 35 years.

We started with a modest budget of $6,000 back in 1935, opened five schools, and were amazed at the receptivity of the public toward this type of participation program.

In those days we had WPA and we utilized many of the Government agencies that were trying to put things together.

Chairman Perkins. Were you associated with the community school idea back during the WPA days?

Mr. Morr. Well, that belies my age, but I was married the same day that President Roosevelt was elected the first time.

After I left college, in 1931, I became a Chevrolet dealer in Trenton, N.J. At that time I was trustee of the Mott Foundation, but it really got started in 1935, actively supporting the school system.

The thing that has motivated us is the fact that the school buildings are like sleeping giants, and I think the statistics show that $25 billion in taxpayers' money has gone in to providing community secondary and primary schools.

Also, a thing that strikes us is the strategic location of these schools. They were out where the people are, so that they are within walking distance of every man, woman and child, except in the rural areas, where busing is possible.

We feel that our objective was first to get the schools to open afternoons, evenings, and during the summertime.

The statistics show that if this is done, the number of hours that the school will be used jumps from 1,400 to 3,800 hours. There was quite a discussion on the fact that we already have the means for putting on this community school project in the present legislation.

Our experience shows that the community school program expands in proportion as the number of trained leaders come into the field.

We have what we call a national center for leadership training and each year we have from 75 to 80 doctoral and masters candidates that do their internship in Flint, and we receive their degrees from the 7 State Universities in Michigan.

---

[1] The per-capita cost of community education is about 93¢ for the 470 participating districts. A cost per participant figure is not too meaningful because the degree of any two persons' involvement differs so greatly. The per-capita cost figure of 93¢ best suggests the real value potential to the entire community; and indeed to the country as a whole.

These men are going out in various areas preaching the gospel of community schools and wherever they go we find the cultivation of community school programs.

As I said, we have stayed with the program 35 years and we are learning something every year.

We are learning that it takes dedicated and trained leadership to make these schools more productive as has been said.

The normal school superintendent and people educated in the conventional school ways are not, unless they are quite enlightened, taking on this program as fast as they should.

The proof of this is that while we are now in 470 to 600 school districts across the country with a community school program, only 2 percent of the school buildings across the country have actually put on a community school program.

The question was also asked about the Atlanta experiment in the John J. Kennedy School. In Flint, we have the community school program in every school.

However, at the Williams School, we have a specially designed building that includes classrooms for K through 12 and in addition they have community rooms for the community to come in for adult education.

They have agency facilities where the health agencies and the welfare agencies can contact people right in their own community to bring a better delivery service for the people.

I was visiting in the hall and met the head of the President's Advisory Committee on Adult Education and I said, "We are happy to know you folks because this program is not in competition with the National Recreation Association or the adult education people."

What we are trying to do is to bring their services to the people and make the services more effective. We are out there to organize the community and find out what the people need and deliver services that are required.

This Williams School has a swimming pool, a hockey rink, and it is located right next to a large city park area where we have great cooperation in the use of these facilities in the summer and winter.

I would also like to bring out the point that the needs of the people across the country are not uniform, that a flexible-type program is needed.

We have programs out in Arizona for the Indians, we have them in California for the Spanish-speaking people, and community school plans for the people at the grassroots and this makes known what the needs are.

In turn, we can tie in many of these categorical grants of the Federal Government and use them and make them more effective.

In Flint, we found that adult education and recreation were not the answer to all of the community needs, that a child in school is the product of his entire environment, including family, the health facilities, the peer groups that he works with, and the nature of all of the temptations of the present-day problems that face our universe.

As a result, we feel that the community school must become virtually a civic center, as has been talked about, a health center, and a socialization center, so that the resources of the community can be brought together under one roof.

After all, we are serving in all these agencies of the Federal Government, local governments, the individual, whether it be child, adult, or senior citizen; so anything we can do to bring this focus of community service down to the local level, the more effective we will be and the more chance we have of improving the quality of living for the people in the area.

We have now 15 regional centers and 30 cooperating centers across the country. These centers are disseminating training personnel and servicing school districts that are interested in going into the community school area.

Frankly, our budget in this area has reached the exhaustion point. I can think right now of at least $10 million a year that we are committed in this area, $5 million to the board of education of Flint, $2 million to the Charles Stewart Mott Health Center in Flint, and $3 million in the financing of the 15 regional centers and 30 cooperating centers.

It does seem logical that when we have a working model that has been proven over 35 years, that is spreading to areas like Miami, Fla., where they receive no direct funding from us; Minneapolis, Minn., which receives no funding from the Mott Foundation; Boise, Idaho; St. Louis, Mo.; and most importantly, Washington, D.C.; I understand, has 14 active community schools in progress, financed by a Federal grant from the Appropriations Committee.

I think that covered most of the points that I just jotted down while the other testimony was going on, but I want to assure you of this: That regardless of what the Federal Government does in the way of funding this program, the Mott Foundation is committed to this cause until it becomes a way of life and lives on.

If we got Federal funding, we would not withdraw our efforts, but would spend more money in the area of research, development, and doing many of the things that Dr. Cohen referred to in the way of experimental programs—so that we have a pilot plan and this can be evaluated and then translated to State and Federal programs.

Also, in the funding, we are especially anxious that it be done on a challenging basis, that grants be made if the local board of education will make a commitment.

We found out that in Miami, Fla., the school board has developed a policy that they will open a community school if someone comes up with $6,000 toward its budget and then the board of education will take on the obligation. They have funded themselves through appropriations from the various city governments, private individuals, and I believe Mr. Tasse will tell you further of this program which has at least 24 community schools serving the Greater Miami area.

I certainly would invite any member of this committee to visit the schools in Washington, D.C.

I am sure Don Riegle would be glad to be the tour director. We also would be very much flattered if you would come up to Flint.

We have a visitation program out there and during the years we have had from 10,000 to 12,000 visitors.

I believe that the Department of Labor sends people from foreign countries to Flint, realizing that this is one of the models of the coun-

try and a movement which deserves the attention of all serious-minded educators who are looking for better answers than we are finding today.

Mr. Chairman, I thank you.

Chairman PERKINS. Mr. Mott, let me compliment you for your interest in continuing community education and for your great interests in your foundation which you have worked and helped to establish.

You have done so much in this wide area. I certainly do hope that the Congress will take favorable action in this field.

Your testimony has been outstanding, and the testimony of all of the witnesses here as well clearly outlines the problems involved in this area.

We have all these facilities throughout the country and not to utilize them 24 hours a day does not make sense. I want to thank you again for your tremendous interest in this program that means so much to everyone.

Mr. Ford, any questions?

Mr. FORD. Thank you, Mr. Chairman.

Thank you, Mr. Mott.

I have read through your prepared statement and the appendices attached to it.

All of us in Michigan, who have had any interest at all in education, have been fascinated by and envious of the impact of the Mott Foundation on the Flint school system.

And, in turn, I think that as Wilbur Cohen has described a little while ago, in your testimony, you point out that you recently are experiencing a 20-to-1 ratio of dollars coming in to match the impetus given by your grants.

Wilbur Cohen was describing the more difficult to measure, but certainly very real, kinds of benefits that come from this kind of experimentation in creating an attitude.

I have been involved with schools as a local school board attorney preparing bond issue proposals for the people and then trying to get them passed and have been in the legislature wrestling with the problem.

I have been impressed throughout this country with the fact that most people on school boards, and most school administrators would welcome any assistance that would come their way that would permit them in a way they could justify to the local taxpayers to get more out of the enormous capital investment they have in their school plants.

I have seen, unfortunately, in our State of Michigan, many people run for local schoolboards and State boards of education, talking about this, only to find that the same public that you would think would react very favorably to the greater utilization of this capital investment reacts very unfavorably to any additional expenditures of operating funds for the schools that can't be directly identified with what they picture to be the traditional classroom setting.

So, that a school superintendent who tries to dip into the ordinary budget that he is working with to do the things that your foundation money has made possible finds that he is subject to criticism, not because people are looking from a know-nothing attitude, but because there are so many demands on that money that unless in some way he

can say to them, "This money is earmarked to do these things," he really has very little opportunity for success. And that is a very basic argument that continues to be involved in all of our discussions of suggested educational programs here, because it is categorized here in Washington very readily, and probably correctly, as the categorical approach.

While I have been moving very rapidly to general public education, I am impressed this is the kind of categorical approach that deserves our attention so that some of these programs could have, as Mr. Cohen described it, tender loving care they need at their inception before people discover they are worthwhile in keeping.

I am also very impressed by the fact that there has been bipartisan support for this idea ever since it was raised by Congressman Riegle with us, and I am sure that Chairman Perkins' enthusiasm has been demonstrated.

You should now be assured that we didn't get to it before because there were just other things in the way.

Just this morning we had to ask you to defer the consideration while we went back into the school lunch issue. I am optimistic that this is the kind of thing that will have the kind of bipartisan appeal that will make it possible to get something into whatever legislation we move through here this year in education so that we can try to get some of that 20 to 1 money you talk about.

I would like to make a speech on the floor that we have a program coming out of the Education and Labor Committee that has an experience rating of 20 to 1.

The Public Works Committee comes up with 1½ or 2 to 1 return on the dollar and everybody thinks they have announced the first step toward the millenium.

If we could knock out with a 20-to-1 batting average, I think even our committee might pass a bill without any great controversy.

I want to thank you very much for the consistent effort you have put forward in pressuring us to take time to look at concept and say in his presence that Congressman Riegle has been working very hard to infect the people on this committee; and for a person not on the committee he has had a lot to do with getting this legislation moving.

Mr. Morr. Thank you very much.

I would like to add to what you said in the city of Flint—before our grant started we failed on a mileage campaign bond issue after bond issue. But since the first school has opened, the Fairview School and then the Freeman School, Don, the people saw what was happening in these schools and they said, "Well, why can't we have that? What do those folks have that we don't have?"

As a result, we passed 16 extra mileage campaigns during the life of this program.

In addition, of all things we ran up against this year was a 20-mile renewal of mileage. We thought we would have a bad experience and the taxpayers would stick and we might be in trouble. They not only passed the 20 miles to continue on for another 5 years, but they added a mile for special education. So this is a great—put it this way, public relations approach, because the people get in and get part of the action.

It isn't just for the kids. The kids benefit because, as the families get interested in the schools, they then can learn how to motivate the youngsters and improve the quality of living.

I think it is wonderful that you men take this time. I know they are all after you to put something in the bill or get some pet program going and the way you have expedited this hearing, after our Senate hearing, is very gratifying and I thank you from the bottom of my heart.

Chairman PERKINS. Any further questions, Mr. Steiger?

Mr. STEIGER. Thank you, Mr. Chairman.

I want to join the chairman and the gentlemen from Michigan in welcoming you to the committee, Mr. Mott.

One of the concerns Wilbur Cohen raised this morning still troubles me.

The bill now before us provides that the Commissioner of Education and the State superintendent of public instruction are to deal directly with the community school concept.

I believe this could narrow the concept of the community school. It seems to envision an educational base and not necessarily the broad range of programs and services encompassed in the Flint community approach.

If this is true, would it not be best to provide the Secretary of Health, Education, and Welfare, and the Governor, with the responsibility to implement the community school concept on the basis that this would enable a more complete range of services to be brought together within a community school idea?

Mr. MOTT. Congressman, I don't purport to be an educator. We have to chase pretty hard to get those dollars to put this program on.

I would, with your permission, like to ask my compatriot here, Mr. VanVoorhees, who is an associate of Dr. Cohen, and who has served on the committee that helped draft this legislation, to answer, if he can, the question.

Dr. VANVOORHEES. Thank you, Mr. Mott.

I am Curtis VanVoorhees from the University of Michigan, currently president of the National Community School Education Association.

I am with the University of Michigan as chairman of the school administration and supervision program. I am also in charge of directing the training program through the Mott Foundation for the interns in community education where I am responsible for approximately one-third of the training of the doctoral level trainees in community education across the country each year; and I was director of community education in Indiana. So, my experience in this program is about 7 years.

I think your point is well taken with regard to your particular question. The only thing I would say is that to leave the total direction of this program to a Governor, secretary, commissioner, or superintendent, is probably leaving it in the wrong hands.

I think that within those organizations themselves we should have a specialist in the field of community education whose primary responsibility is to report to those people directing the program.

The concept itself, while not new, is growing so rapidly that we have moved from the community school idea to the community education

ides—that being the involvement of a multitude of agencies in the direction of community education.

I would suggest that we need a specialist whose background is such that he is up to date in the philosophy of community education so that we don't lose sight of what we are trying to do; that is, to develop a coordinated and cooperative effort for each agency to serve the people to the fullest extent possible.

And we must take steps to retrain school superintendents who have had little introduction to the idea of community education and to the notion that we can't start in the middle of a person's life to educate them; that the first 5 years are probably the most important.

We need to assure good health and a good environment so that the current K–12 system can take full advantage of the educational potential of each child. In doing that, I would say, we need specialists to direct the program at both levels, probably serving out of the secretary's office and also out of the Governor's office, through departments of education.

Mr. STEIGER. I firmly believe the ultimate success of the community schools in Flint and other cities stems from the support of parents and those within the community.

I am a little concerned how one should address the question of assuring community input. It does not appear that the necessary mechanism is provided in these bills.

With this in mind, I would be very grateful for your guidance and opinion as to what we can do to insure this concept is a component of the legislation.

Dr. VAN VOORHEES. I think perhaps the community council idea, with community education, is the key issue here.

We have a board elected by the community to set policy and the board hires an administrator to carry out that policy. In my experience, most of the time those two become somewhat confused in their tasks. We see the mixing of administrative duties with policy duties, with the board sometimes assuming the role of being administrator rather than policy setter.

I think we need both advisory councils and directory councils at the local level.

We also have a very good method for evaluating the effect of community education and that is by the reception of the people. If we are doing the kinds of things they want and need, they will be there to participate and to support the program. If we are not, they won't be there. It is a very nice built-in evaluative tool.

With that in mind, I will say that the community then will take care of itself, given the opportunity to do so.

We need these kinds of judgments. We do it through community counseling and in a variety of other ways. Probably the best, but most difficult way is in selecting people who are representative of the important differences within that community—whether they be racial, religious, age, or economic—and in seeing that the board takes action to implement these needs into programs. That is the way it is done. We are gaining in our experience on how best to establish community councils that can be effective.

Mr. FORD. Will the gentleman yield?

Mr. STEIGER. Yes.

Mr. FORD. As you are proceeding here, I recall long discussions we had in conference meetings on the Child Development Act on how to assure the school people control and at the same time accomplish what is being said here.

As I recall, we came pretty much to agreement on that facet of the legislation. I wonder if you could ask the staff to go back and dig that out for us and see what the product of that great genius was at the time. It took us some time to hammer it out with all of the considerations involved, not here but thinking of what we might be doing to disturb relationships back in the home communities.

I thought we came to what everybody agreed was a way to accomplish this without starting a political revolution.

Mr. STEIGER. How many community schools are in existence and in how many States?

Dr. VAN VOORHEES. There are 700 districts involved, with each of those districts having from one to several schools across the United States. I don't know the exact number.

Mr. MOTT. We have so many figures by so many experts. We will provide that information for the committee.

Mr. STEIGER. If you would, I am sure we can alleviate a lot of confusion.

How many districts began community schools without assistance from the Mott Foundation?

Mr. MOTT. Well, I can say that Minneapolis did, and I believe Worcester, Mass., went on their own. Miami received just nominal seeding. In the community centers that we fund on a ratio of about $100,000 or $150,000, I believe that about 30 percent of their budget is for small grants to get people to start demonstration projects so the rest of the area can see what a community school is like.

Dr. VAN VOORHEES. I would like to speak from our experience. We started with $277,000 and covered eight State regions, typically ranging from $1,000 to $5,000 gradually from $1,000 to $3,000. Less than half of the districts that we started received any funding.

The important service that we provided was the training of personnel. It was our intention to graduate that phase that out. The problem here is that with a $3,000 to $5,000 grant you can't really buy quality, nor can you hire a full-time trained person. We are suggesting that the Federal Government give local districts the opportunity to get off to a bangup start, to save a lot of time and development, and to move forward to a better-founded and better-funded program.

Mr. STEIGER. Mr. Mott, are there any communities in which you originally provided a relatively large amount of support and which have since carried on their program without Mott Foundation support?

Mr. MOTT. Washington, D.C., is a good example. I believe we funded it 100 percent when we started.

Mr. RIEGLE. If the gentleman will yield.

We thought the District of Columbia was a good place to see if we could grow community schools in a variety of kinds of settings and we started in two. I think the original grant was $40,000 for the year and that was to provide a community school director and auxiliary services and so forth.

At the present time there are approximately—I have heard two numbers—14 community schools is the number I think is correct, or maybe 16, and the funding of the Mott Foundation has been out of the act about 3 years. The funding of these community schools is now incorporated within the normal funding process for the District of Columbia. They get it from a lot of different sources and put it together. But there was an effort when there was a cutback in the District of Columbia education money a couple of years ago to try to stop the community schools in those districts where they started. There was such a citizen uprising, literally, in those areas, petitions, and people coming to the Hill and so forth, that the thought that those would be discontinued was set aside.

It is interesting that Mr. Natcher, who is chairman of the District of Columbia Appropriations Subcommittee and is a very wise and careful man when it comes to new programs or expenditures, has become a firm advocate, a believer, in community schools. And we would not have them in the District of Columbia if it had not been for his sponsorship. They are available to be looked at. Margaret Seldon, just appointed by the President to the Board of Education in Washington, was one of the prime movers, so we have some live, breathing schools here that could be looked at as good models.

Dr. VAN VOORHEES. I think Indianapolis is also a good example of a community school program that started without funds and then received approximately half a million dollars from the Mott Foundation and the Rockefeller Foundation to help them through 3 years. That funding expires shortly, and my guess is that they will continue to expand for the same reasons that were just mentioned.

Mr. STEIGER. It would be useful, Mr. Mott, if you could, to simply try to give us a simple breakdown on the communities that received seed money from the Mott Foundation and have continued their respective programs without your financial support.

Mr. MOTT. We will do that, and we will have to get the statistics brought up to date along that line.

Mr. LEHMAN. Dade County is a good example where only seed money was there and now we have some 30-odd community schools that are functioning.

I might add that some of the buildings in Dade County where you didn't have a community school situation seemed like an embattled outpost of some empire with the destruction, the windows all busted up and things written on the side of the buildings. Yet in those areas where we did have community schools, that school had a different kind of environment and climate than a noncommunity school in the center area. There was a fantastic difference between the building containing a community school and the building in a neighborhood that does not contain that.

Mr. STEIGER. I appreciate the gentleman's comment.

Let me go to one further question. Title I of the bill provides for grants to institutions of higher education to train people as community school directors. In view of the substantial support the Mott Foundation presently gives for this purpose, I wonder whether it is absolutely necessary for the Federal Government to step into this field. Is this an area where we might be better off leaving it to the private

sector to provide this kind of support and instead concentrate limited Federal resources in support of other aspects of the community school idea?

Mr. Mott. Really, the demand is there, Congressman, for the expansion of the program. We are straining our very hearts out to get this. We have a 5-year program that projects that we will have 2,700 community schools by the end of 5 years and that we will have so many trained people. But it does seem to us that this is such a well proven demonstration that a little encouragement from the Federal Government will advance this thing not to become a colossal giant, but to grow gradually according to the demand of the constituency. If it is good and is doing a job, we think it should be encouraged, nourished, and fed, and not to weaken the moral structure of the local community, but to challenge them and get some of these diehards moving in this direction.

Dr. Van Voorhees. If I might respond to that.

I expected Dean Cohen to jump up. While we are trying desperately not to be in competition with any of the schools of education for the training of educators, we are in competition. As a consequence, and I hope that the dean would back me up in this, we need initial funding to put specialists into schools of education. We must help them to understand first of all why it is we are interested in community education and hope that they will become a part of the overall training of educators of that institution. Even foundations currently in support of centers and cooperating centers are in a state of near despair trying to find trained people to fill those jobs.

We don't have enough trained people at the local level either, where the natural steps of the community school director are into assistant principalships and principalships because of the money and prestige involved. The same is true in regional centers. These people move into executive and administrative positions in universities and colleges and, as a consequence, there is a continuing need for trained personnel and we are way behind.

Mr. Steiger. Mr. Van Voorhees, if one presumes there can in fact be an expansion of the community school concept, is it not true that a relatively good demand does exist for this kind of individual at the local level?

With all the problems most schools of education now have in placing their graduates, I cannot believe they would fail to respond to an increase in demand for trained individuals.

Dr. Van Voorhees. The lag is the problem. Right now, with the cry for funds in almost every college and university, the question is how do you expand, in keeping those you already have or in adding new ideas and new programs? When those you already have are in a position to help make that decision, of course the decision has to be let's keep what we have, because it affects me directly.

I would hate to be in a position of guidance and counseling for example. I was one of those who came along at the time the Federal Government stepped in and provided funds. We saw guidance and counseling inundated with partially trained people who knew a little about it but had little ability to carry it out.

As a consequence, we got a black eye. I would hate to see that happen in community education. Ninety-day wonders are not what we need.

Mr. STEIGER. I appreciate your comment. I wouldn't want to see that type of situation arise again either.

Mr. REIGLE. Would the gentleman yield?

Mr. STEIGER. Yes.

Mr. REIGLE. Your other point, or question, I think is an absolutely vital one; that is, are we at a point where we ought to leave this to private sources and initiatives, or should the Federal Government come in in some role? It is a key question. We are at the point where they could become very useful.

While approximately 700 school districts have picked up the concept, they are in nearly all 50 States and they amount to about 3 percent of the total number of school districts. Ninety-seven percent of the schools in the country are in the community school business. Many more are coming forth and seeking information from the Mott Foundation. The demand has grown large and the idea has expanded so rapidly the foundation can no longer service new programs. The foundation is working through a number of colleges. What is the number of centers for training community educators? You are up to about 25 in total in the two categories?

Mr. MOTT. Fifteen regional centers and we are adding cooperating centers with the objective of getting to 30 because it is a geographic and demographic problem of serving the whole United States. It is a big country.

Mr. REIGLE. That is the problem. A bottleneck has arisen in terms of competent training of community school directors. The community school director is the key person to make sure the community is having sufficient input and that there is a coherent plan tailored to the community. Demand has grown and has outstripped the capacity of the private sources, in this case Mott Foundation, or others interested in it, to let the idea continue to expand nationwide at the rate that it appears to want to do.

In this bill, we are not seeking a lot of money or to do it all overnight. What we would like to do is to be able to train more community school directors and have some seed grants for community education programs.

Mr. STEIGER. Thank you, Mr. Chairman.

Chairman PERKINS. I want to ask the panel to come around.

Dr. Tasse, supervisor of Dade County Schools; Mr. George Eyster, executive director of the Appalachian Adult Education Center; and Jerome Hughes, chairman of the State Senate Education Committee, Minnesota.

Mr. Quie.

Mr. QUIE. I would like to introduce Chairman Hughes because the State legislature really has done an outstanding job on education, not that it has been without controversy, it hasn't.

As I mentioned earlier to Dr. Cohen, Minnesota schools really have been an excellent system but they haven't rested on their laurels at all. I was talking the other day to the speaker of the house about this, and I am really pleased with what has happened in Minnesota and the effort that the legislature is making to continually improve education.

I read your testimony, Jerry, and I think it is really excellent, outstanding testimony. It makes me proud to be a Minnesotan.

Thank you, Mr. Chairman.

Chairman PERKINS. You may proceed.

**STATEMENTS OF DR. LOUIS TASSE, SUPERVISOR, DADE COUNTY COMMUNITY SCHOOLS, FLA.; GEORGE EYSTER, EXECUTIVE DIRECTOR, APPALACHIAN ADULT EDUCATION CENTER, MOREHEAD STATE UNIVERSITY, MOREHEAD, KY.; AND HON. JEROME HUGHES, CHAIRMAN, STATE SENATE EDUCATION COMMITTEE, STATE OF MINNESOTA, A PANEL**

Mr. HUGHES. Thank you, Congressman Quie, Chairman Perkins.

I want to tell the Congressman and the members of this committee, Mr. Chairman, it is an honor to be here today. I think it is a significant day. I would like to present the testimony for the record, Mr. Chairman, and indicate to you that I am pleased to be a part of the district that Congressman Quie represents, as a member of the Minnesota State Senate, also part of the district that Congressman Karth represents in the Fourth Congressional District.

I would like to say off the bat, Mr. Chairman, I am happy to see two staff members you have here for the majority and minority and indicate to you that they did a magnificent job representing your committee at the Education Commission of the States. I am a member of the Education Commission of the States, a commissioner from Minnesota, and I want you to know that I didn't include this in the testimony, but I am working very actively in terms of the Education Commission of the States' compact for education. They will address themselves to this very, very important concept.

Many years ago, when I first taught school, an old Italian janitor said to me in a statement I shall never forget, "You know, when you grow a tree you have got to nurture that tree to a point, and then you let it go and it will grow straight. You can't work after that."

It is as simple as that. Community education is really a concept; it is an idea; and as Victor Hugo said, "No army will stop an idea whose time has come." And I really think this is an important idea.

I want you to know I have been involved in education for over 20 years. I am proud of that fact and I am proud to be associated with politics for about 17 years, actively serving in elected office for 7 years, and I have at least 3 years left of that in this present term.

I have had experience professionally in teaching and counseling, and managerial consultant work in education. I have researched title I projects and I have written proposals for title III projects. I have been actively working in the innercity with black communities for the last 3 years with the Model City Act.

I know citizen participation firsthand and as an elected official and as a professional person. And I want you to know—and I said this to Senator Humphrey and Senator Mondale—I don't know of any structure or mechanism that will do more for communities than the concept of community education. Really, the reason I say that is that it is a broad concept of education. It is really very common.

As Will Rogers said once, you know that commonsense really isn't very common. And it isn't. But it is commonsense for all of us to

know that you involve the family in the development of the child. So you will understand that person in the family constellation, you begin as early as you can. In fact, a professor of the university, when he was asked when you should teach the child reading, said at 6 months. And that is no kidding. That is when you start to read to a child.

So the basis of reading begins that early. The concept of schooling which we have known, has been institutionalized, in my opinion, within the school structure. We need to broaden the concept to recognize that education is a lifelong process beginning before the child is born. There is evidence to show that nutrition of the mother is terribly important. In the delivery of the child, in fact, a few seconds difference in terms of the air the child breathes in when it is first born, makes a significant difference in terms of the development of that child.

Now I want to say a lot of things, but I am going to be brief. I would like to interact with you and give the other people on this panel an opportunity to say something because, I can tell you, I can talk for a long time. But I want to address myself specifically here to what I think is extremely important. I serve on the finance committee of the Minnesota Senate, and chair the administrative State department, where we appropriate all the money to the State departments. I also work closely on the subcommittee of education, which appropriates moneys to the whole State for education. I believe strongly in terms of Federal programs coming into Minnesota. We have $9 million coming in in terms of crime prevention in Minnesota.

Now, I say to myself a lot of that money could be saved if it came to the Federal Government. If we put it in this area, in the right way, in the mechanism that we are talking about here and the structure we are talking about here, we would do more good for the human beings in our society than anything I can think of. Until someone comes along and tells me there is a better mechanism, I won't change my mind. I believe very strongly that we in Minnesota have made a major commitment to education and I think it shows. We still continue to make that majo. commitment.

The biggest investment in every community in this country is in the schools. And yet we have them underutilized. We have the schools that are built by the taxpayers' dollars usually underutilized. What we need from the Federal Government is money to make the difference so we can make full utilization of those resources, No. 1, and No. 2, to coordinate the effort.

I think I would like to use the hospital model as an example. If a human being comes to the hospital, that doctor has charge of that patient. He prescribes what that person needs; he says, "This is what you are going to do." He talks to the specialist who is going to do the surgery, but the dietition and nutritionist have to know what to give them so the work is not counterproductive.

In our societal structure we don't have that operation. We need some kind of communication and coordination of effort. I believe that what Dr. Cohen talked about earlier and what the people said preceding me hit the nail on the head; we need to have this kind of effort to put together programs so that people will reach their individual potential in the best way possible, and I conider it an investment. I consider

this money spent the best way and I consider this a way to save people money. If you do this, you are going to prevent crime. People in our Stillwater Prison, most of them, read below grade level. They have antisocial behavior. We are not meeting the problems of our society in terms of the best for human beings and, in my opinion, this is the direction we ought to go.

I would stop there, Mr. Chairman, because I am excited, except to say to you in 1971 I was happy to author the Community Education Act in Minnesota, which provided seed money to 67 school districts, and we have many more of them standing at the door waiting for that kind of commitment. We had strong bipartisan support for that act in 1971 and in 1973 in the school aid formula, even though the Governor was opposed to the idea, and I had to work at loggerheads with him on this issue. I said we ought to go at least beyond the levy limitation we have in the State with the expenditures in one area, and that is community education. We ought to go to at least $1 per capita. You talk about the schoolchild, but we have a $1 per capita levy at the school district level for each person living in the school district.

The significant thing here is that it requires that the local board of education must appoint an advisory council which is intergovernmental and interagency in nature. As was indicated before, the advisory council ought to have on it some State legislators who are elected, a board member who serves on the elective board, and somebody from the county board and somebody, in my opinion, who is from the city council level. Then you ought to have somebody on the board who really represents PTA people, who represent the health and welfare planning council people, and all those people in your area like the citizens league that are concerned with the programs.

In my opinion, these advisory councils will recommend to boards of education, who are all elected people, what ought to be done in this area. You have the mechanism. You have the structure. We have a good setup in the State of Minnesota. We just don't have enough resources, frankly, gentlemen. We don't have enough resources to go beyond the area of schooling, the reading and writing and arithmetic, which the schools ought to continue to do, which is their mission; but we need to go beyond that and we have got the resources, we have got the structure of people who are elected and, in my opinion, Mr. Chairman and members of the committee, with the dollars coming from the Federal level, knowing everything I know about the Federal acts and the State department of education and your procedures here in Washington, I can't think of any better way that you could maximize any dollars spent for the education of people in this country.

Thank you very much, Mr. Chairman.

Chairman PERKINS. Thank you very much.

We will hear the panel and then we will submit questions.

Go ahead, Mr. Eyster.

Mr. EYSTER. Mr. Chairman, it is a pleasure to appear before you. This is the second time in recent months. I testified before you and your esteemed committee in March on H.R. 69 as it relates to the Adult Education Act of 1966 and its extensions.

I am director of the Appalachian Adult Education Center and have attempted to improve practices in adult education in a region that stretches from the southern counties in New York State to the northern

counties in Mississippi, Alabama, and Georgia. In this work—and I work primarily with school people—I find deplorable conditions and need for educational opportunity everywhere, and I see a massive investment in school facilities that virtually stand idle when they are needed most. And subsequently, the concept of community education has permeated almost all of our center activities as we move about the region trying to develop improved practices in adult education through research.

This may be based on recognized need, but I think I need to say that early in my career, for a period of 12 years. I worked in the Flint, Mich., community school development program, almost at the very outset of that program. I watched it grow. I then spent about 2 years in the State of Michigan trying to advance the community school concept in school district reorganization and I watched that grow. I became a disciple of community education and it has permeated everything I do.

I spent 4 years in Mexico City, and this concept of community education works on the international scene. I have just returned from a tour in Indonesia where the Ministry of Education there hopes to implement community schools to aid in problems of family planning.

Throughout my professional activity I have pressed for community education wherever I could. I am very pleased to be here to appear before you.

Currently, in my center, we have two rural demonstration communities, very rural. One is in Pike County, Ohio; one in Montgomery County in eastern Kentucky. Montgomery County is one of the new counties in your district, Mr. Chairman. This program is under the direction of Mr. John Brock, superintendent. It has been operating for a period of 7 months, with an investment of $7,000, and it has amalgamated all kinds of resources in addition to that $7,000. As a result the schools have instituted 60 new kinds of educational programs in that community and serve more than 500 people.

Now, in numbers, compared to Minnesota and Miami, that doesn't seem like much, but this is a dispersed population, rural in nature, with very few roads, and in desperate need. They do not have the options for recreation, education, and services that you folks have in your urban areas. They have no alternatives for selections. Their only alternative is to leave and if they leave they increase your problems, Mr. Tasse, in Miami, and in other cities, and they also increase the problems of their home area, because when they leave they drain the local leadership potential.

I have a problem with the legislation, H.R. 972.

Mr. Riegle, I am going to try to speak directly to the legislation. My first problem is concerned with semantics. I think the problem has permeated this meeting. Our concerns really ought to be related to community education and the legislation speaks to community schools. We need more descriptive definition in terms of program in H.R. 972.

We need to energize all of the resources of the community for community education. The school is the leadership force to bring that about. However, I don't want to lose sight of all of those institutions—like public libraries—that have the historical base and the longevity of the public schools.

Furthermore, public libraries are the informational source of our community. So I would hope that this institution and others would be introduced as a part of the concept.

If a community is to solve its major problems and its major problems are generic in terms of education, it must use all of the resources of that local community. Just the use of school forces and resources are not enough.

A second point is that need to consider government councils. You have interjected a National Advisory Council for advocacy in H.R. 972, but I think similar councils are needed at the State level if we ever hope to institutionalize the concept; and they are needed at the local level. If we are to achieve community education we must involve all of the agencies and groups concerned with education in a community.

Third is the absence, I noted in the legislation, of an experimental component. The very nature of community education requires that there be continuing, experimental components. We are dealing with a changing society and changing community, and there has to be a strategy for demonstration and research in the legislation.

I also feel serious consideration needs to be given to what the language of our legislation, H.R. 972, may say to rural America. Rural America does not have risk funds to participate. We spend 50 percent of our school budget, which is a minimum budget and provides only foundation education, 50 percent of it on transportation.

Chairman PERKINS. On transportation?

Mr. EYSTER. Yes, on transportation; bringing children out of those hollows, Mr. Chairman, into our schools. We have few funds for programs suggested and envisioned by this group.

A fourth point is that we need to consider this philosophy beyond buildings and facilities. I am suggesting a strong outreach. We have people in Kentucky and Appalachia who for one reason or another cannot or will not come into our programs for services. Therefore, a community education concept needs to consider extending its program directly into the homes of those who we call the stationary poor.

I see, for the first time, a chance to institutionalize adult education. Adult education in our country has been initiated in crises and then abandoned or allowed to lapse when those crises were changed by national priority. Adult education is the foundation program of community education, and the legislation truly institutionalizes adult education.

In testimony for H.R. 69, one of our major recommendations was the community school philosophy and the maximum utilization of school facilities and leadership. Community education or community school legislation should permeate all titles of legislation in H.R. 69. It should be the umbrella concept for H.R. 69, but in order to operationalize the concept, we need to include categorical funding to make certain that it is going to take place.

There are other components of your bill that are very exciting. Leadership development is essential. In adult education, our Bureau of Adult Vocational and Technical Education developed what they call regional staff development projects in all 10 DHEW regions of the United States, with higher education serving both in the capacity

of higher education and also providing local capability and service to the local community. The program has changed adult education in the United States.

I, also, like the concept of technical assistance. Communities, in order to understand and develop community education, have got to be able to see it, feel it, smell it, and touch it. The demonstration components and the technical assistance are essential.

The legislation is an infant step toward what I think will revolutionalize North American education and, as a matter of fact, our society. I want to congratulate the committee: Whether purposely or inadvertently you have decided to hold your hearings during International Literacy Week. (International Literacy Day is scheduled for the 8th of September.) I view this legislation for community education as being most appropriate as an exemplary kind of activity in the United States for International Literacy Week, and I would like that indicated in the press. Each of us is illiterate in one way or another and what you are suggesting is community literacy for whatever purpose or need, and an efficient delivery system.

Chairman PERKINS. Thank you very much. Your statement has been very helpful.

Go ahead now, Dr. Tasse.

Dr. TASSE. Thank you, Mr. Chairman, members of the committee. I am honored and pleased to be here to talk about the proposed legislation.

I am Lou Tasse, the consultant for community school programs in the Dade County, Fla., school system. Dade County is a large metropolitan area.

Chairman PERKINS. Do you want to say anything, Congressman Lehman?

Mr. LEHMAN. No, go right ahead.

Dr. TASSE. Thank you.

I have had the privilege of working in community education 18 years and every day of those 18 years I have waited for this opportunity to join with this committee to consider a really new and exciting educational idea to rejuvenate our communities. One which can bring back a spirit and a sense of community in America that I think has waned. I think the idea—community education—is long overdue.

The idea has far surpassed the experimental stage. I heard Mr. Lehman say once "this is the longest educational experiment in history." It has been considered an experiment since the early 1930's and it is still considered one. I think it is time for it now to be considered in its proper light as an important and integral part of the educational program in the United States.

I have never thought in those 18 years that I have worked—6 of which were spent in what I consider my basic training in Flint, Mich., and the next 12 in Dade County, Fla., initiating the first community school in our county, in fact the first one in the State of Florida, and helping our county to go from one community school in 1961 to 37 community schools today, and 15 new community schools planned for this year—that I would find myself continually frustrated to look around and see that even with these community schools in our community, 200 other schools will stand idle—closed and locked while

kids look for places to play and find enrichment. And families that need help find they can't get the services, and the delivery mechanism set up to assist them has become so fragmented and so complicated that people finally give up in despair. And with no where to turn, they, perhaps, sit down in front of the television set, drink their beer, and consider that that (the TV) is the extent to which they might participate in democracy.

I suggest that this legislation gets at the very fiber of what makes us a great Nation. It says to people that each and every one of us has a responsibility to more fully participate and involve ourselves in the improvement of our own lives, ourselves, our families, our individual communities, our States and our Nation. And the quicker we can "turn on" America to getting about the business of getting to work and doing all of the things that we say we want to do, the better off I feel that we are going to be.

A Chinese proverb says, "that one picture is worth a thousand words, and one experience is worth a thousand pictures." I find myself even today, in talking about this, frustrated. My 18 years of really down-to-earth experiences make it possible to sleep every night feeling I have put in a real good day and helped somebody that day, and that somebody eles helped me. And then I wonder when is the time going to come when community schools are going to become possible in every State in rural America, in urban America, for every person, all people, regardless of age.

When are we going to realize that the sleeping giants of schools need to be opened and utilized and that the forces of that community, through their community councils, can be the agents and provide other supportive influences that go into education and help people realize that learning is a lifelong process.

I would like to share with you a couple of things I have had a chance to observe and I have been very excited about. I saw, across the street from the first community school in our State, a fire that occurred in the home of an 83-year-old lady. She was completely wiped out in a matter of an hour or so. Within 20 minutes the community school across the street went into action. Within 2 hours funds were collected from the members of that community who knew about it and heard about it and who participated in it to help this lady, and by nightfall she had a place to stay and support for enough time until proper other means could be secured.

I saw a school developed in one of the areas of Dade County where senior citizens reside. I was appalled when I first went to that school to see this huge former high school, with one-half of its facility completely boarded up, windows boarded, light fixtures removed and just sitting there, and the other half used for about 600 junior high school students. But the community seemed to be smarter than the rest of us and they said we want a community school program. They came up with the money to initiate it and help the school board by joining hands in partnership with them to start the program.

I am proud to stand here and tell you that I watched, one by one, every one of those boards removed from the windows of the unused portion of the buildings and, one by one, as every light fixture was reinstated. That building was renovated by the community and by

the agencies and by the school board until today that community school serves more than 5,000 participants in a week, and the regular junior high school program enrolls something around 650 students. They are all ages and all kinds of people. Some of them are on welfare, some of them are black, and some are Cubans, and they are all working to make their neighborhood and community better and to improve themselves and their children.

I watched a refugee build, with his bare hands, a mat for judo and karate classes at Miami Carol City Senior High School, 20 feet long and 20 feet wide. He explained how he had to grind tires to make the fiber that goes inside the mat and how he worked there at that school with the community director and a few other people every night after work from 11 o'clock until about 3 in the morning, for several weeks, to construct the mat. I said, "Why did you do it?" He said, "I did it for the kids, but now that I have completed it, I think I have gotten more out of it."

I think that is one of the features of community education that is often overlooked. It is what happens to the people in the process of giving. What happens to the man who finds that all he can do to change his community is to pull down a lever if he feels like it on that day and vote. He finds himself helpless and says "What can I do? I can't do anything about crime, or about the schools, or about all of the things that I am reading about." The community school gives him an opportunity to express himself and to find that there are ways and there is more constructive work that he can do in the rebuilding of our cities and our school systems and our communities.

I think we need to pass this legislation. I think we need to provide money for those of us in the field to provide community education. I see that as the singlemost important thing to do. We need to get money directed to the district.

I would like to say this about community education. Community education itself is the process of getting people together and working together to coordinate and cooperate in making useful things happen and purposeful things happen for all ages and all kinds of people.

The delivery system and its direct delivery system—because it is right there next door—is the community school. The catalytic agent is that community school director or coordinator or facilitator, as some communities call him, and that person is the key to helping the community find out what the problems are in their area, and to excite them to begin to resolve them for themselves. We need money for community school directors. We find that even though our State has passed legislation, and I think a very imaginative piece of legislation. (It provided $1,240,000 this fiscal year, and we have something like 120 or 125 existing community schools in the State of Florida right now.) We still need money to train people. We probably need that money at the district level as well as at universities.

I think there are two kinds of training. We need special training because every community is different. I think the district has to have a unique training program for its community. I think George Eyster's people that would work in schools in Appalachia would need the same background in community education and the same understanding of community education as men who work in Dade County, but their day-

to-day training would need to be different from that which occurs in Dade. I think the idea of a national council is appropriate, and I think that the more community involvement that we can show at all levels of government would be helpful.

People in Dade County know that when Lou Tasse gets a microphone in his hand he likes to go on for hours, and I would just like to close with another comment.

For these 18 years, I have watched and been encouraged and become excited about Federal legislation after Federal legislation, because as I read it I say, "Hey, there it is. (Community education.) That is where we can get it." And it never turned out that way. And another piece of legislation would come down the line and I would say, "That is it. They are talking about community education, that is the one." And somehow it didn't do it. Countless pieces of legislation came down with pieces, little tiny pieces, of the community school idea and community education concept in it. I am not criticizing that legislation for that, I think it was imaginative that they did include it and I am pleased they did it. I am not criticizing the people who carried out the work of that legislation, but what I am saying is that in this piece of legislation and in this kind of a bill, I think we have a chance to take all those pieces and put them together to begin to create a whole picture which is a future, not yesterday, or not 50 years ago or 100, but a futuristic kind of legislation which will have great impact in America.

One of the schools, and there are others that are examples, in Dade County, serves a migrant area. It is a very rural kind of area and they have been assisted with dozens of Federal legislation. Just before I left Dade County, the school board voted to continue the only program that is left and that is the community school program, and I thought I would tell you about that because I think that is significant.

Of all the help programs that we have provided to this area, the one that has remained basic and is still there—it needs a lot of help, and we need to spend more money there for that program, but it is still there—is the community school program and I think it is still there because it is the people.

I thank you for the opportunity to share a few of these thoughts with you. I have testimony which I ask to be submitted for the record.

Chairman PERKINS. Without objection, your testimony will be inserted in the record.

[Dr. Tasse's statement follows:]

STATEMENT OF LOUIS J. TASSE, SUPERVISOR, DADE COUNTY SCHOOLS, COMMUNITY SCHOOLS, FLORIDA

Mr. Chairman, probably the most important thing I could say about the bill under consideration by your subcommittee is that it is long overdue. Countless school buildings which represent great investments of tax dollars are standing idle while the wants and needs of the people these schools serve continue to be inadequately attended.

Community schools and Community Education no longer need to be considered as an experiment. Community schools and Community Education programs have been in operation for more than 40 years and have been advocated as part of the public education program probably since public schools were begun in our country. The greatest influence in the development of Community Education has occurred as a result of the widely known development of the Flint, Michigan Community Schools and their partnership with the C. S. Mott Foundation.

After many years of experimenting with pilot Community school programs and demonstration community school projects, the idea of Community Education has come into its own time. It is appropriate then that the Congress of these United States consider how it can help the public schools of America to more rapidly swing open their doors to the community for a maximum amount of time, to become truly round-the-clock, round-the-year centers for all people of all ages, as lifetime centers of Community Education.

The National Community School Education Association advises that more than 700 school districts in the United States are attempting to find ways to better utilize public school facilities and resources throughout our country. These school districts operate one or more Community schools which are working. These districts and many others desiring to implement Community Schools need the support of Congress and financial assistance.

Community Education is the process of more adequately involving people in the important business of improving themselves, their families and their communities, and in so doing, to help in the improvement of our country. The delivery system for this process is the community school. It is the center, the publicly owned facility, which is within reasonable access of every man, woman, and child in America.

Dr. E. L. Whigham, Superintendent of Schools, Dade County, Florida recently described the community school as follows:

"It is a modern concept that attempts to bring back a sense of community. In this age of rapid growth, sprawling cities, angry expressways, hectic pace, social pressures and metropolitan development which spread people apart and divide them from one another, development of a sense of community is the most important aspect of the community school program. . . .

A community school *is* the community, with all its variety of tastes, approaches, interests, problems and virtues. It is people reaching out to improve themselves and each other. In the community school there can be something for everyone, regardless of age." [1]

These concepts of community education and community schools are not new. John Dewey and others supported the idea of the school as an integral part of the community at least fifty years ago. Historically, scholars and teachers have defended the idea that teaching and learning are more meaningful if they are closely related to what is happening in the individual's wider environment. Men have been "talking" about the idea for years. John Dewey for example stated:

"The development within the young of the attitudes and dispositions necessary to the continuous and progressive life of a society cannot take place by direct conveyance of beliefs, emotions and knowledge. It takes place through the intermediary of the environment." [2]

Not long after Dewey's ideas began to exert influence in the educational arenas of America other writers began to study community education. Joseph K. Hart stated in 1924 that "education is not apart from life". The problem is a democratic society is not in training children but in creating a community in which children cannot help but grow up to be democratic, disciplined to freedom, devoted to their fellow man, and willing to share the goals of life with each other. Schools cannot produce the result, only the community can do so.

Even the idea of using schools as community centers is not new. Various cities have experimented, albeit with a few schools at a time, with the ideas of the theorists to open the doors to the community.

Perhaps community education's greatest contribution to education is that it is a *process*. The community education process exclaims continuous action, constant movement and shifting according to unique circumstances within the community, continuous modification, adaptability, change, growth, expansion, viability. It proposes to meet and confront change head on through the participation of all the actors in it.

The basic assumption is that community education and its "delivery system"—the community school—offers a viable means for the improvement of education for all Americans.

---

[1] Excerpts from article, "This School Is This Country?" Community Education Journal, March 1973, p. 39.

[2] John Dewey, *Democracy in Education* (New York: MacMillan Co., 1916) p. 26.

## THE DADE COUNTY, FLA., COMMUNITY SCHOOL STORY[a]

About the time Flint, Michigan community schools were experiencing their greatest period of growth—the 1950's—Dade County also was becoming one of the fastest growing communities in the nation. The population was growing so rapidly that more public school students were housed in temporary facilities than were housed in permanent buildings. In a ten year period, the school system constructed schools at the rate of one a month (118 from 1954–64). The Dade County School System became the sixth largest public school district in the United States almost overnight.

This kind of growth also affected every other part of this community. There were not enough government services, roads, housing, recreation areas, parks, hospitals, libraries and so forth. Most of the people who come here to live were from somewhere else. A tremendous influx of Spanish speaking people arrived as refugees from Cuba. People came from all over to start a new life in South Florida. For Dr. Joe Hall, then School Superintendent, and his top associate, W. W. Matthews, the problem of obtaining adequate support for the public schools of Dade County was becoming a larger and larger one. Together with the School Board, and with the support of community planners, they made a very important public school decision—they initiated the Dade County Community School Program as a pilot venture at one school.

They realized that education is much more than schoolhouse learning. To more fully utilize the public school facilities, many more hours each day and on a year-round basis, seemed to make good sense. They reasoned that having good schools was everybody's job and that having a good community was also everyone's responsibility. Establishing the process by which parents, students, teachers and the general community could participate in and more fully share in the responsibility for the solution of school and community problems was one of the hopes for the first community school.

Ada Merritt Junior High thus became the first community school in Dade County, in fact the first in the State of Florida. The school's principal, and his staff began the task of working with the community to see how the school could improve its program and services. Volunteers came forward to help with activities and projects, as did students, teachers, business people, agencies, government, health officials and many others. In fact, in only four months 1200 people were involved in "helping themselves, their school and their neighborhood improve". The school became "our school" to all those involved. Today Ada Merritt continues to serve thousands of its residents with vastly expanded and improved services, and the vitality of a community working to help itself continues.

Some of the fears of the skeptics were rejected. For example; it *did not* require doubling of the budget as some suggested. In fact, only one additional full-time person was added to the staff. It *did not* destroy the academic program of the school, but in reality helped to improve it. It *did not* assume responsibility for every other program and service offered by someone else in the school system or outside of it. It simply helped them to perform their job better by assisting in mobilizing every available resource—human, physical, financial—to improve the delivery system to the people of the area. Parent support rose steadily and a greater sense of pride in "our school" was developed.

The greater involvement of community *did not* produce swarms of parents and community persons making unreasonable demands, but a community that was more sensitive to the problems of the school and area, because the school was more responsive to them. The community school concept provided a legitimate opoprtunity for the school and community to join forces to do something to improve themselves. It is not suggested that the first community school was perfect, that there were no problems, no mistakes, no ideas that didn't "make it". Community schools can never be perfect, for there will always be problems for schools and communities. The community education process which allows all people the opportunity to exercise greater control over their own destinies, to have more input where their children are concerned, to get about the task of building community, and its success in 1961, laid an important foundation for the future development of the Dade County School System and our county.

---

[a] Many of the ideas contained in the Dade County, Florida story of this testimony have been published in the University of Miami, Coral Gables, Florida publication, *Miami Interaction*, vol. 4, No. 2, (Winter, 1973) 30–33, and in *Community Education Journal*, vol. III, No. 2, (March, 1973) 29–33.

The School Board of Dade County, Florida, in 1962 approved the Community School Program and made it possible for *any* school to be a community school if the community would help pay part of the cost. The community school idea became an integral part of the instructional program of the Dade County School System—*not* an add on, an extra, but a full partner in the school system's total educational program.

The School Board made an investment in a viable new alternative in education—Community Education. If school facilities represent large investment of tax dollars on the part of our "stockholders", the people, the Board reasoned—it seems fair that these facilities[1] should be utilized as much as possible and that existing services should be provided a maximum amount of time, and that other community education opportunities be extended or new services developed. The Board action, in effect, extended its hand to the community in partnership and asked the community to help develop the best possible educational program. Since 1961, thirty-seven (37) community school centers have been established (15 more are planned for 1973–74) and fuller use of these facilities has been made. The schools make excellent community centers because:

1. They are centrally located in each neighborhood.
2. They have facilities adaptable to broad community use.
3. They have the human resources that are necessary for identification and solution of human problems.
4. They are owned and supported by the public.
5. They are non-political.

LEADERSHIP

As the community school "reaches out" to the community and other educational forces of its area, it also invites them to "reach into" the school so that the living and learning processes may be improved for all.

The principal of the school is the educational leader, but in the community school his role is extended to "director of human resources". His professional expertise and leadership is needed not only for the children he traditionally has served but for other youth, family, and adult services that the school and community develop to meet their wants and needs. He cannot do this alone. In community schools, a person is added to the principal's staff to assist him and to take responsibility for coordination of the community school program. The coordinator, manager or catalytic agent position which has emerged in community education programs at the individual school level is called the community school director in Dade County.

The community school director is a certified educator who accepts the responsibility for organizing, administering, supervising, developing and promoting the community program of the individual school. He fulfills a vital role in providing direct linkage between members of the community and the individual school. He believes in people and enjoys working with them. He wants to make a difference! The leadership of the principal, the community school director, teachers, agency personnel, students and others is of vital importance to the success of the community school idea. Probably of greatest importance, however, is the good leadership that emerges and develops from the community. It is the people of the community that choose to become involved in the richer experiences of actively working on behalf of their children, their neighborhood and the larger community for the good of others, whose leadership provides the core to the process of community education. People involved in the process of community development are more able to seek common bonds and interests rather than to continually focus upon those things which tend to move us apart. Good leadership seeks the good in people and makes every attempt to maximize it.

PROGRAM

A typical community school program is made up of a wide variety of activities. These activities may be viewed as educational, recreational, social, cultural, civic and community. One of the major characteristics of a community school program is its ability to develop and conduct a program of activities conceived and planned by the people of the neighborhood, according to its wants and needs.

---

[1] There are presently 237 school facilities in Dade County. They enroll more than 240,000 K–12 students. Public school sites and facilities represent more than 400 million dollars worth of publicly owned property.

This means that specific classes, activities, events, projects and the like vary from community school to community school and they should because every neighborhood is different, every school is different, and every person is different.

The basic instructional curriculum for the children enrolled is still, as it should be, of primary importance. What happens in a true community school is that the curriculum is broadened in scope and the total educational needs of the entire neighborhood may be more fully attended. The community may then see education as a continuing process for *all* that really never ends.

Community needs for enrichment programs, cultural development, adult education, vocational updating and retraining, activities for senior citizens, activity programs for the children of working mothers, physical and mental fitness projects, improved health education and services, expanded use of libraries, and many more may then be dealt with by the entire community. That is how a sense of community, faith in our institutions and government, and pride in our nation develops.

Some very exciting things are happening in the 37 schools that now serve our county as community school centers. Last year, more than 100,000 people per week were involved in the activities, programs, projects, classes and so on. More than half of them were children. People participated in clubs, adult education, arts and crafts, job improvement courses, sports, hobbies, music, drama, dance, family programs, drug abuse seminars, scouts and others that made up the more than 1200 different offerings in the expanded curriculums.

More than 120 agencies participated with the community schools in bringing improved services (theirs and ours) closer to the people. This closer cooperation and coordination of agency services has helped to better develop the agency-school component of the community education program. It offers tremendous potential for the development of better delivery systems and the elimination of unnecessary duplication of facilities and efforts.

### FUNDING

Through a unique partnership with co-spenders in Dade County, a minimum of $5,000 per school per year is contributed to help pay part of the cost of initiating each community school.

The Florida State Legislature for the first time in 1971–72, appropriated funds for community schools to assist local school districts.

Local School Board funds, State funds for community schools and local co-sponsorship funds have thus far provided mainly for a basic budget, including salaries for community school directors (one full-time community school director for each community school), the county-wide Director for Community Schools, a secretary to the Director, and a small amount for program development.

Many services and activities are provided jointly and often involve staff furnished by agencies at no additional cost to the school system or community. The programs work closely with their neighborhoods to secure volunteers and some funds for self-generating activities. Costs for part-time teachers, materials, projects, field trips, concerts, etc. are raised by the local community. Often community groups purchase supplies, materials, and equipment for total program use at their community school.

In Dade County, our co-sponsors are vital to initiation and continuing support of the community schools. The many ways they assist the community schools cannot be listed for they are numerous.

### COMMUNITY COUNCILS

Each community school has a neighborhood community council working with the staff to secure community support and develop projects for their area. These councils are serving a vital advisory function and tremendously improve the communication between the school and neighborhood. Most members are actively involved in one or more action projects of service to the individual school area. The importance of this vital communication link between the school and all members of the area to the process of community education cannot be minimized.

Recently a county-wide Community Advisory Council for Community Schools was formed and the thirty plus members are rallying the support of parents, students, and business people toward the improvement of Dade County's com-

munity education program. Although the Council has not been in existence a very long time, its work has been very significant to the development of the community school concept.

FUTURE

During the years that the Dade County Community School Program has been developing, many ideas and dreams for the future have been expressed by countless persons in the area. These advocates of community education feel that all public schools should be made community school centers. They further suggest that if our public schools were developed as community school centers, the following would be realized:

1. The community could more fully utilize the facilities they already own, thereby reducing the amount of unnecessary duplication in the county.
2. Greater support of the public school program would result from the greater involvement of community in the various educational efforts.
3. The school would become a focal point in an "education-centered" community.
4. The education-conscious community would view learning as a lifelong process for all persons.
5. Adult education, recreation, enrichment programs for senior citizens, programs for the children of working mothers, and many others would flourish because the facilities and human resources of the neighborhood would be more accessible.
6. School libraries could be more fully utilized as neighborhood reference and study centers. Many have proposed that some school libraries could be improved and developed as branch centers of the County system of libraries.
7. The programs of boy scouts, girl scouts, and many other service organizations could be expanded. With more available facilities and identified leadership in the school neighborhoods, it seems reasonable that more of our young would profit.
8. Greater opportunity for improved agency involvement, cooperation and coordination would permit opportunity for reduced duplication of effort. In some schools, offices for agencies could be provided and their services would be brought closer to the people, thereby improving their delivery systems.
9. The park-school concept could be expanded. New schools developed under this concept could include facilities and services to neighborhoods at a saving to tax payers. Swimming pools, gymnasiums, community rooms, branch libraries, etc. have been suggested for these "multi-purpose centers".
10. Expanded use of school playgrounds, art rooms, vocational areas, gymnasiums, and the like would provide essential alternatives to drug abuse, juvenile delinquency, loneliness, and the lack of purposeful use of leisure time for many young people and adult alike.

SUGGESTIONS CONCERNING FEDERAL LEGISLATION

The following specific suggestions are submitted for your consideration as you plan for legislative action.

1. We need federal legislation to promote development and expansion of community schools throughout the United States. I urge the committee to seek passage of such legislation.
2. We need to transform our public schools into community schools in every state and in every school district. To do this, help needs to be provided from federal sources. Seed monies will not provide the necessary assistance required to accomplish this goal. I urge the committee to seek categorical funding for the legislation.
3. Funds are needed by the local school districts for salaries and training of community school directors.
4. Funds are needed by local school districts to establish new programs and for the improvement and expansion of existing ones.
5. Funds are needed and should be provided to universities for the development of programs to train community school directors.
6. Care should be taken that federal legislation does not penalize districts which have already developed community school programs, universities which have already been developed as training centers for community school directors, or states which have already passed legislation to develop or expand community school programs. Their initiative, vision, and valuable leadership should be recognized and fully supported by the Federal legislation.

SUMMARY

One thing seems clear. The traditional school, operating a regular school day, five days a week, for thirty-six weeks each year, is a luxury this era cannot afford. Too many Americans are functionally illiterate. Too many Americans are unequipped to meet the job market. Too many of our youth are choosing the unacceptable alternatives bartering for the use of their free time, such as drugs and other forms of delinquent behavior. Too many Americans are lost in a void of leisure time. Wasted talent and unfilled lives are a blight in this most vibrant and productive of all nations.

The community school concept, demonstrates that public institutions can be compassionate without being coddling; charitable without being condescending; responsive to human needs without robbing the recipient of self-respect. The community school program is not a program for poor people. It is not a program for black people. It is not a program for old people. It is not an adult education program. The community school is a program for people—ALL PEOPLE. It is people reaching out to improve themselves and their community. This bill is different. It has to be, for community education is more than a program. It is a process—a process that helps to build the very fiber of democracy. It has the potential to rejuvenate the very spirit of our communities and unite people as they work together to build stronger communities for each other. We desperately need this legislation and I urge Congress to pass the bill.

Chairman PERKINS. Let me thank all of you distinguished gentlemen for your outstanding testimony. Your comments will be most helpful to the full committee when we mark up the legislation.

When I taught school we only had a 7-month school year and later it became a 9-month school year, and I am just wondering, Dr. Eyster, in Montgomery County, the community school that you referred to, are they utilizing the regular school building in the evening, or what building do they use?

Mr. EYSTER. They are utilizing all of the Montgomery County schools and have renamed them Montgomery County Community Schools.

Chairman PERKINS. Just what events take place under your definition of community school? What is taking place in Montgomery County?

Mr. EYSTER. Everything that they can conceivably bring to focus in that school in the way of being of service, and the provision of recreation and educational programs, for all ages.

Chairman PERKINS. From preschool to the senior citizens?

Mr. EYSTER. Yes, all ages—for example they have a unique program that goes out into the hollows where they are currently serving meals to 45 aged people who are living alone and who cannot get out of the hollow. They are using paraprofessional teacher aids in the delivery of adult basic education instruction to the illiterate disadvantaged families in the hollows, those who in some instances have never been involved in schools.

Chairman PERKINS. Of course, in so many cases down home you call them adult education programs or community education programs. Community education here is intended to go much beyond that, much broader than adult basic education.

Mr. EYSTER. Yes, sir.

Chairman PERKINS. We thank all of you gentlemen.

Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

One thing that intrigued me, Mr. Eyster, you raised the public library issue that ought to be involved in the community school concept

and I note in the Minnesota legislation that Mr. Hughes includes park and recreation departments and other similar agents to tie in this facility. Public libraries weren't mentioned. You mentioned park and recreation departments. Is this something that both of you agree with each other on, that both public libraries and recreational facilities should be tied in with the community school?

Mr. EVSTEN. I used public libraries as an illustration of one of the many institutions in most of our communities with historical service to the community educational services. My point is that I could have included many agents, such as the parks and recreation departments, and all the other institutions that exist in our community whose primary purpose is education, including proprietary schools.

Dr. TASSE. May I make a comment on that?

In our county, Mr. Quie, we currently are working with more than 120 different agencies and some of our financing comes from agencies. They participate by providing a sum of money, $5,000 per year per school from any group that wishes to provide it to help us—the school system—get a program going. Then the school board puts in some money and the State puts in some money. This is working out pretty well, but it isn't enough. So, we have had to work extensively with agencies, and it is a very strong feature of our program.

Our parks and schools are planned together. We are now talking about pooling our money in school construction. We have recreation staff that work in our facilities, but are paid by the agency, and we have school staff that go out into other facilities and work there and I think that is going in the right direction.

Mr. HUGHES. I would say that is really the concept. The library should be utilized. In many instances it is not utilized because it is closed. The school libraries may be most available but often in the evening they are not available to the community. I remember a discussion about utilizing the public library as a part of the school. Librarians were very concerned about this, because they thought maybe someone in the evening wouldn't have the qualifications of a librarian, but in terms of utilization of resources in the community, you know what it cost to have volumes of encyclopedias and all kinds of research work, and it would seem to me it would be very simple to encourage the use of that facility after school hours. Maybe there could be a section for the adults and a section for the children; in fact, encourage them both to come. It is another way of making better use of that facility and of the books themselves at an earlier age. It is like the counseling services. Most of the time the school counselor is there from 8:15 in the morning until about 4 and the father is working and it may be an instance where the mother, who needs the most time, is working. But the school leaders, superintendents, and boards function in a status quo way, the way they have for many years—shutting down early, instead of changing the hours of the day for a counselor, for instance, and for librarians, so that there would be better utilization. Even though we didn't put it in the legislation, I think we are on the threshold of this in Minnesota. It is one of the things we hope will develop.

Mr. FORD. Will you yield?

Mr. QUIE. Yes.

Mr. FORD. One of the problems that I foresee would be that governmental structure is very much like Minnesota. You just mentioned

the librarian's concern; but in States like Michigan, which I think is fairly typical in this regard, the governmental agent is responsible for budgeting funds to pay the light bill, the janitor, and here the librarian, who is totally separate and independent from the elected school board which is worrying about keeping the school building open at night.

What kind of experience have you had in getting these several units of government to all put the money from this cooperative activity into a budget? What kind of leverage do you use on the city library board, or whoever sets that budget, to go along with the school board when it says we are going to have such and such a program?

Mr. Hughes. Mr. Chairman and Congressmen, I would say that is the reason you need this kind of negotiation, because I think this comes about as a result of community education legislation that requires the local board to appoint an advisory council. That advisory council should have sitting on it people elected and people of the boards, and citizens who have sophistication and who have a commitment to helping people by maximizing our resources. We do it through joint powers agreement. We help build a cooperative effort, so that we will use the facility and the agreement will be that you provide for the recreation person through your budget and we will provide the school so you don't have to build another facility. We have done that in many of our facilities. We have closed the school door and down the street built another resource with duplication of personnel. I think the best answer is the joint powers agreement.

Mr. Chairman, in our League of Municipality booklet we have an excellent article written about St. Louis' park and the cooperation there. I would like to have it sent to the committee and have it for the committee members so you could take a look at that article. I think it really does answer the question of the gentlemen.

Mr. Quie. You also gave priority, as I see, in the Minnesota legislation, in selecting the eighth and seventh school that worked out a joint agreement with the Park Recreation Board and therefore that was another leverage you use, and I suppose you could use the leverage on the libraries, too, if you wanted to.

Mr. Riegle. Would the gentleman yield?

Mr. Quie. Yes.

Mr. Riegle. In my experience, community education gets the various agents and units of government together. Such coordination has been a historic problem. The programs not only unify the community and helps the community define common purposes that every one can share and take part in, but it also brings the separate domains together in a cooperative venture. In terms of our own community the level of rapport and reciprocal arrangement has been significantly enhanced. We have crossed that bridge and have a working government with merging interests and sharing. It should have happened a long time ago, but I suspect if it weren't for community education programs it wouldn't have happened.

Mr. Eyster. May I respond to Mr. Ford's question?

Chairman Perkins. Go ahead.

Mr. Eyster. I would like to use a new illustration. By bringing forces together we are able to improve the effectiveness and efficiency of all services. Other agencies then want to capitalize upon our mu-

tual ability. A homely illustration of this from Flint, Mich.: Early in that program we tried to teach golf on a community-wide basis in all the elementary schools and, do you know, that the golf professionals were at the next board meeting pounding on the desk suggesting that we were taking the food from their table? We pressed on and had about 8,000 people enrolled in golf lessons, 10 lessons an hour for about $3. The golf pros were, after those brief lessons, overwhelmed by people interested in taking "professional" golf lessons. The next year they volunteered to teach our classes. The same thing happens with the Boy Scouts and Girl Scouts and I suspect the public libraries, because you do improve their ability to provide more services more effectively.

Mr. QUIE. That is why I think we should shake up the status quo. I recall in college when we started a Toastmasters Club the speech department was incensed. We went ahead anyway and the end result was more people were interested in taking speech. The speech department had so many people taking speech courses they dropped their request that it be a requirement in college.

Let me ask you some more things about the legislation. The Minnesota legislation, Jerry, does not have any money for the training of the directors and coordinators that I can see.

This legislation talks about training. Mr. Eyster didn't talk about training that I can see. Could I get your reaction?

The Mott Foundation is now funding 10 centers and 30 cooperatives. Do we need money in training?

Mr. HUGHES. Mr. Chairman, Mr. Quie, I would say yes, we need training. In our guidelines, rules and regulations with respect to the Community Education Act, it requires that anyone who has funding for the program in Minnesota must attend a seminar for a period of time in their center. We wanted a center established at the University of Minnesota, because the Mott Foundation was interested in funding the program, but the university wanted to run the show, and there were problems. We do have a center at the college at St. Thomas and that is working very cooperatively. So now we have certification established in the State and the program is developed now at the college of St. Thomas and will also be possible in the midyear at some other institutions in the State.

There is a lot going now that requires that there be, if they are going to get the funding, that kind of commitment.

Mr. EYSTER. I tried to support the kind of training as outlined in this proposed legislation by illustrating the effectiveness of the Bureau of Adult Vocational and Technical Education in a technical staff development project in 10 DHEW regions, using higher education and working in the communities. There, in my opinion, are two preconditions to the community education concept: (1) That most of our programs must have outside help, and (2) the commitment of the school superintendent and his school board. We need strong programs, both in terms of the professional training of community educators and training components that reach into the local school district, and serve the superintendents and boards.

Mr. QUIE. Is the training for a director and coordinator the same? No one has addressed themselves to this. Are they different individuals?

Dr. TASSE. It is a different terminology. In some places he is called the director. Essentially I think his education and the type of training we are talking about is the same.

Mr. QUIE. Just two different terms.

The other question is on experimentation. It seems to me we have had the Mott Foundation doing this all over and you raised this, Mr. Eyster. Do we need specific legislation for experimentation? The people are going to be convinced if they are going to support this legislation, that from the experience so far it has worked well, and we ought to move it on. What I am talking about here is specific categorization of community education. Why do you need a category program within an experimentation?

Mr. EYSTER. As a professional and with strong views toward the meaning of community education, I think the need for research components is implicit in the fact that we are dealing with changing communities, changing societies, and changing problems. We need to have strategies for studying and experimenting for ways of resolving problems as they occur, both now and in the future.

Mr. QUIE. But won't that happen as the programs go into the community, as they address their problems? It is my feeling, if you do experimentation off some place, it doesn't get replications very easy, but if the program is operating in a school, another school sees how they operate.

Mr. EYSTER. The beauty of the legislation is that it provides technical assistance teams. What I am suggesting is that new innovation, new knowledge, be disseminated through the leadership, the training component, and the technical assistance teams.

One of our problems in this Nation is disseminating what we know. I am dealing with adult education and we know a great deal about adult learning and new practices such as the delivery of materials and construction. Our major problem is not arriving at the new knowledge, it is disseminating that knowledge. The special projects program should be responsible for taking a look at what is going on, what needs to be done, developing new strategies, and then sharing them with all community schools across the Nation.

Mr. QUIE. You are talking primarily then of dissemination, getting the new information out?

Mr. EYSTER. Well, I don't see the value of dissemination unless we have the new knowledge. There is a difference between dissemination of new knowledge and the training of local personnel.

Mr. HUGHES. Mr. Chairman, could I respond for just a minute? I think I tend to agree with you that we have structure, and if we have the funding, training is terribly important. I think the thing I would like to say is that we note in many States we have a person called the superintendent of the structure. What we are trying to say is the people ought to be superintendent of education and commissioners of education in a broader sense; that we ought to also provide the kind of legislation that will give the encouragement for people to work cooperatively and then I think we have the structure here; each community will respond in terms of its need if we give the leadership in this area.

Mr. QUIE. I think what you are talking about here probably comes the closest to being an operation similar to extension service in Agri-

culture. Agriculture developed this first and it has been an outstanding success. If you put a person in charge of something and he doesn't know how to do it, it is pretty hard to get operating that way.

Mr. EYSTER. Maybe you could look at it another way. The Mott Foundation program is in itself an experiment. We are here as a result of their efforts at dissemination which have been monumental. We are here as a result of the Mott experimental program and now we are attempting to disseminate it, to spread it, and we find that we need legislation to have that capability.

I am thinking of the future and all the kinds of new strategy that must be developed. I would stress the need for a research component in the legislation.

Mr. QUIE. You have done well in giving us what is needed there. I appreciate all of you being here, because I have been convinced for some time now that unless education is tied into the community, we are going to fail. If it is, we have great opportunities for success. I appreciate it.

Chairman PERKINS. Mr. Ford?

Mr. FORD. One quick question.

Mr. Eyster, in making a specific comment about the legislation, you indicated a concern because of your situation as you describe it. What specifically were you referring to?

Mr. EYSTER. Many of our school districts, particularly in rural America, have no tax base from which to draw additional funds, whether they would want to initiate community education or not. Very often education is the only industry or the only employer in our communities.

Mr. FORD. How would the form of the bill before us have an adverse effect on that?

Mr. EYSTER. It would not have an adverse effect. But it would and should provide the risk funds that would be enabling for a community with no other way to initiate programs.

Mr. FORD. I misunderstood you. I thought the way the bill was drafted it would act as a deterrent to the community that didn't have its own funds.

Mr. EYSTER. No. What I am suggesting is that school districts in which I am currently working have no risk moneys to even attempt to develop new education programs of any kind. There is no way that they could implement a community school program without help.

Mr. QUIE. Mr. Chairman, just the last thing I want to do is have placed in the record at this point a letter from Alen Willman from Duluth, who is on Governor Anderson's community education council, and who writes in support of what we are doing here. I ask that be included in the record.

[The letter referred to follows:]

DULUTH, MINN., *September 1, 1973.*

Hon. ALBERT QUIE,
*House of Representatives,*
*Washington, D.C.*

DEAR CONGRESSMAN: I would like to call to your attention, what I understand will be the upcoming hearings on Community Education. I most heartly encourage you to lend your support to this concept of the Community making themselves heard and making use of THEIR school buildings.

I for one do not feel that financial support is the key to success in a Community Education project, but I do feel that some favorable publicity from your most prestidigous committee would give this concept a great deal of credibility. Undoubtedly you will be besieged with letters asking for support and extra money. In my mind this will in no way enhance Community Education, but I do feel that an awareness on the part of the public and the community that the schools are theirs and things should happen in them that are of satisfaction to not only the youngsters of the community but the entire community we will have achieved the goal of education.

My feeling is that if education is to survive the seventies it must ask for help from the parents, and the community in this tremendous task. We as educators must also open our minds and seek to help all persons regardless of age, or creed or anything else to make use of the educational facilities in their own communities. It seems a terrible waste to me to see school buildings, not being used more.

If I can answer any questions or supply any information please feel free to call. I am a member of Governor Anderson's Community Education Council, and have written my M.A. and Specialists Degree Papers on Community Education.

Have a nice day.

Very truly yours,

ALIEN WILLMAN.

---

Chairman PERKINS. Let me thank all of you for your appearances here today. You have been very helpful to the committee.

The committee now stands adjourned.

[Whereupon, at 12:57 p.m. the committee was recessed subject to call of the Chair.]

---

[Additional materials submitted for the record follow:]

STATEMENT OF GRACE C. BAISINGER, COORDINATOR OF LEGISLATIVE ACTIVITY NATIONAL PTA, ON THE COMMUNITY SCHOOL CENTER DEVELOPMENT ACT

Mr. Chairman and Members of the Committee: The National PTA appreciates this opportunity to offer to your committee the view of the PTA in regard to H.R. 972 and related bills, cited as the Community Center Development Act.

The National PTA is in substantial agreement with the intent and purpose of such legislation. In 1972 delegates assembled in convention adopted a resolution directing the National PTA and all its branches (approximately 40,000 local units in 50 states, the District of Columbia and the European Congress of American Parents and Teachers) "to promote the development of the community school program to more fully utilize the public school facilities." A copy of the resolution is attached.

In 1971 the Board of Managers of the National PTA, comprised of elected officers, state PTA presidents, presidents from the District of Columbia and the European Congress, and commission members, adopted the following statement on community schools:

> 'the PTA recognizes that the learning process is a continuing one, that it is lifelong and involves the total community. The Community School provides learning opportunities for all people of all ages at all times. The philosophic principle that the public schools belong to the people may become a reality under the Community School program, as people of all ages—preschool, schoolage, and adult—make the school a part of their lives by continuing participation in programs of their own choosing. The Community School may be the vehicle for realizing the full potential of every individual.
>
> The Community School program makes maximum use of all available resources, both human and material, in carrying out its programs. It develops its curriculum and activities from continuous study of people's basic needs and involves citizens in that development. It integrates insofar as possible the community's education, social, physical, recreational, and health programs for children, youth, and adults.

By extending its services around the clock and throughout the year, the Community School makes maximum use of school facilities.

The human interaction inherent in the Community School concept could provide a basis for strengthening family life, improving interpersonal relations, and working toward identifying and solving community problems. Because educational problems today are so complex, the total community must be involved in seeking solutions.

It is, therefore, desirable that PTA's at every level work to promote and develop the Community School program.

If we can believe what we hear from our members, community school programs are proving their worth in many different parts of the country. With support from the federal government, community education centers could be developed and expanded wherever needed to the round-the-clock operations envisioned in the concept of community education.

Let us cite some of the facts about community school centers that have come to the attention of the National PTA:

The superintendent of the Utica Community Schools, Utica, Michigan, tells us:

I believe the establishment of a Community School Program is one of the soundest and least expensive ways a school district can make a tremendous contribution to worthwhile endeavors of all citizens in a community. It also helps a school district's constituents to gain a better understanding and appreciation of educational efforts of a school district and has a very positive input at election time. This understanding was somewhat demonstrated by a 71% plurality in our latest building program ballot request ($29.5 million, the second largest bond issue ever to be approved in the state of Michigan).

Although we cannot document it, we also believe that the vandalism rate in our schools is much lower in our buildings than in other area school districts that do not have a Community School program. Our vandalism costs in 1972–73 were approximately $6,000 (labor and materials). This amounts to about 25 cents per enrolled student, or about 18 cents per building user.

The coordinator of health and community schools for the Highline Public Schools, Seattle, Washington writes:

Although we are not naive enough to believe that the community education program is wholly responsible for the success of the school levy, we believe community schools have had a contributory effect. For a levy to be validated, 60% of those casting ballots must vote "Yes", and 40% of those voting in the previous general election must cast ballots merely to validate the election. In the first year of operation, 1969, the margin was 62%; in 1970 the percentage was 72, and in 1971 the percentage was 82. In 1972 the percentage dropped to 68, but data from the State Superintendent of Public Instruction indicated that of 36 special levy issues, 120 or 33% failed.

At the convention of the National Association of Elementary School Principals in 1972, Roy Olson, principal of the Eisenhower Community School, Flint, Michigan, told the principals that citizens have expressed their support for community schools by passing every bond issue since 1960. The community school program began in Flint 35 years ago.

From Colorado Springs, Colorado we hear that school districts that have been adequately funded, with trained community school personnel, have been successful in raising reading levels, increasing parental involvement and reducing vandalism. The number of people availing themselves of the community school program has doubled since 1971.

In Montgomery County, Maryland a community school began as a grassroots movement in 1969 in response to the need for something for children to do in the Parkland Junior High area where there were 11,000 families and only one small shopping center. Today, there are six community schools in operation. Nor does Montgomery County feel that community education has reached its full potential. But read the attached article in the Spotlight, the newsletter of County Council of PTA's, for details.

From Bossier, Louisiana, the PTA legislation chairman writes:

At the present time, we do not have any community schools as such. We do have some very good programs that could be expanded to the community

school concept with the help of federal aid. The need for a community school concept here in the deep South is perhaps greater than some other areas. We are a fast growing industrial area; in fact, so fast that we are not able to supply the skilled manpower necessary to operate industries. Our Bossier Parish school board is very receptive to the community school idea. . . . We have everything to implement the program except funds.

The Nordonia Hills, Ohio School District does not have community education, but the County Council of PTA's, at its own expense, sent two representatives to the Community Education Workshop at Youngstown University in December 1972 to learn more about community education in the belief that "such a program would be an excellent method of making the most of our school tax dollars, as well as providing additional educational and recreational opportunities for the people of the community."

The Charlestown County School District in South Carolina is opening its first three community schools this fall and plans to have ten schools open next fall. They are "looking forward to the day that the community will join forces with the school district to open every school in Charleston County," says Dr. Robert Norred, director of physical education, health, driver education and safety, and coordinator of the community schools. To do this, says Dr. Norred, "we will have to mobilize the resources we already have—people." The PTA believes there is a need for a community program for the entire population and that expensive school facilities should be utilized to the maximum.

The report from Tucson, Arizona is that the average daily attendance of children attending elementary schools has improved where community schools are being operated, parental involvement in PTA and other school related groups is increasing. "Vandalism is declining," according to Beverly Sizemore, adult education supervisor, who also points out that "because there is a lack of adequate past records it is difficult to substantiate these figures accurately."

"Best project in North Carolina," is the way a high official of the State Department of Education describes community schools. The evaluation reports of independent non-government agencies are positive. To quote from one: "The activities in which the students participate are numerous and varied. This is really one of the strong points since it provides something for all members of a family to do, i.e., the parents and children." Further, "The pee wee school is most certainly a modular school for kindergarten. The children involved are really getting some good training."

In Texas, the PTA reports that in the Columbia-Brazoria School District, located in a rural, poverty area where school absences and family problems such as financial crises, unemployment and illness are frequent, the school has played an increasingly active role in bringing community services to the members of the community. The result is that more parents come to the schools, absences have decreased, home improvements are beginning, children come to school cleaner and more health problems are met.

The director of the Poynor Community School in Columbia, South Carolina claims that "having been in operation for four years we are now reaping rich benefits for the entire community. We have seen more parental involvement, increased interest and greater attendance at the PTA meetings, fewer dropouts, harmonious racial relationships and a new community spirit."

Many unique and positive experiences are reported for the community school program in the East Baton Rouge Parish in Louisiana. The community schools operate more than 12 hours each day, vandalism has practically ceased, business has increased among the established units around the school plants, and more than 25 community service agencies work directly or indirectly with the community school program.

Mr. Chairman and Members of the Committee, we recognize that the "evidence" presented above is perhaps not the statistical documentation of the value of community schools the committee sought. Frankly, we do not have such documentation at this time.

As a grassroots organization, we have only the reports of fact and the feeling of our membership described above. We would also point out that it is the acceptance by the public of the value to a community of a community education center that has provided the volunteers—professional and lay—that make many community schools a reality today. This belief in the value of the concept of community education has also encouraged school boards to allocate from their meager resources funds for the development of community schools. State legisla-

tures in Utah and Washington, among others, have recognized the importance of learning as a lifetime process and have appropriated funds for community education centers.

The ability to finance community education remains a most serious problem. Unless the federal government provides some help, the continued growth and expansion for a promising experiment in human and community development may be thwarted. Reports from school districts that have begun modest community school programs indicate that they are beginning to feel the burden of the overhead costs of keeping buildings open. School districts with community education programs now funded under special grants are experiencing difficulty in finding a way to assimilate the programs into the regular budget. The need to train community school leaders is great.

The legislation proposed in the Community Center Development Act would provide for the expansion of new centers and would meet some of the needs of the community school centers now functioning. We are in accord with the proposal that federal grants should be available to strengthen and maintain community education centers at selected colleges and universities where community school leaders could be trained, thus promoting and supporting the community education movement.

We also believe that federal grants should be made available through the State Education Agencies for the establishment of new community school programs and the expansion of existing ones. These grants should be utilized for the training and salaries of community school leaders and for other related program expenses. Federal funds should be allocated to local education agencies through their respective State Education Agencies on a program-approval basis, and in accordance with federal and state guidelines.

We further believe that community education funds should be apportioned to State Education Agencies on an equitable basis, but should not be restricted to the development of pilot and/or experimental projects inasmuch as the extent of program development varies considerably among the several states.

We support the recommendation that the U.S. Office of Education (through the Commissioner) administer this legislation and be charged with the added responsibility of promoting community schools through specific national programs of advocacy and education.

We thank you for this opportunity to present our views and we ask your careful consideration. In the event further hearings are held, we would like the opportunity to present additional information. In any case, as we assemble additional data, we shall forward it to the committee.

THE COMMUNITY SCHOOL PROGRAM

(Resolution adopted by the 1972 convention delegates)

Whereas, The PTA recognizes that the learning process is a continuing one, and

Whereas, The community school may be the vehicle for realizing the full potential of every individual, regardless of age, and

Whereas, The philosophic principle that the public schools belong to the people of the community may become a reality under this program, and

Whereas, The community school integrates, insofar as possible, the community's educational, social, physical, recreational, and health programs for children, youth, and adults, be it therefore

*Resolved*, That the National PTA and all its branches promote the development of the community school program to more fully utilize the public school facilities.

---

[From the Spotlight, February 1973]

COMMUNITY SCHOOL

(By Mary Hall)

Community School in Montgomery County began as a grassroots movement in 1969 in response to the need for something for children to do in the Parkland

Jr. High area where there were 11,000 families and only one small shopping center. Children had to be driven everywhere. Parents enrolled in recreation or adult education courses had to travel sometimes half-way across the County. The anonymity of the suburban sprawl was a reality around Parkland. County agencies seemed unresponsive to citizens concerned about problems in their community. And the school structures, some of them air-conditioned, paid for with hard-earned tax dollars, sat idle, many throughout the summer months.

Interest in the community school concept began when a prototype of what is now the area advisory council was formed to determine the nature and scope of school-community problems. The need for action became apparent. Mr. Richard Davis, principal at English Manor, was the first to introduce the concept of community schools. When it became clear after a rough community survey that this might possibly provide a solution to the many concerns of area families, an action group to investigate the concept formed, led by Mrs. Virginia Morrone, then a past president of Brookhaven Elementary PTA, and supported and encouraged by Dr. Ernest Snodgrass, Area II Ass't Superintendent, and Parkland's principal, Mr. Guy Smith. Inquiries were sent to the Mott Foundation in Flint, Michigan, originators of the idea in the 1930's. Mrs. Morrone remembers one meeting to which thirty people came, notice having spread merely by word of mouth. Several visited Flint that Spring to learn more. Another rough survey to determine interest in starting a community school revealed area families overwhelmingly in favor of the concept. Mrs. Morrone, now an AVP, presented the concept to MCCPTA, which moved to lend its support. Mrs. Morrone testified at the School Board Budget Hearings, and Parkland, along with Rock Terrace High School in Rockville, and Takoma Park Jr. High, were budgeted for community school coordinators. The coordinator is an essential catalyst in the process of community education. It is he (or she) who, with specialized training in Community Education, surveys the community to determine its needs and seeks the assistance of the appropriate agency, group, or individual to meet the needs as they are expressed by the community. This is the key to the community school concept. Each community school reflects the nature, needs, and desires of the community it serves.

That Spring, when the Parkland coordinator position was cut from the School Board budget, the Parkland community rallied in protest, deluging the Superintendent's office with letters. The position was restored.

Presently there are six community schools in operation in Montgomery County: Montgomery Hills, Southlawn, Twinbrook, Takoma Park, Rock Terrace High, and Parkland. Community interest in Area VI for three years will finally result in a community school at Damascus High in the near future. The Herbert Hoover Jr. High community, led by Mrs. Fran Weinberger, has been actively seeking to implement community school during the last year, and the School Board has allocated a coordinator position for FY '74 to start their program.

An advisory council is an integral part of community school, with members drawn from all segments of the community; from PTA's, civic association, the business community, senior citizens, students, ministerial associations, and other interest groups. Meetings are open and area citizens are invited to bring community problems to the council for consideration. Proper organization and implementation of a community school council has been shown to provide community identity from which leadership can emerge to represent the concerns of that community to the county and state government and other agencies.

Though the ideal is that every school become a community school, junior highs have been felt to be the logical choice to begin a community school in a given area because of their gymnasium facilities, shown to be in constant demand, and because of the number of feeder schools involved. Many are air-conditioned, providing year-round use. An exception has been made in the case of Twinbrook Elementary, an isolated community bordered by Rockville Pike, Viers Mill Road and Twinbrook Pkwy. Wherever possible, feeder schools are used for community school activities.

It should be emphasized that the extent to which community education is being implemented is not measured by the number of programs a community school has to offer but by its success in putting the ideas, wants, and needs of local citizens back into the educational system.

Considered by some to be in Stage II of development here in Montgomery County, community education has by no means reached its full potential. Still to

be considered are: health services (such as well-baby clinics), day-care centers, services for and utilization of senior citizens (such as day-care for seniors), cultural activity development, mental health counseling, swimming pools, innovation in regular school programs bringing the community into the schools and taking the students out to the community for learning experiences, wider use of the schools as university extension centers, additional gym in each school, free tutorial services, expanded free bus service for educational tours and senior citizens.

"Community Education is not a gimmick without depth, or an "add on," nor a new way of describing an existing structure. It is an alternative form of education that provides new dimensions, new alternatives, and new approaches to the education of an entire community."[*]

---

STATEMENT OF THE NATIONAL RECREATION AND PARK ASSOCIATION

Mr. Chairman, we appreciate the opportunity to present our views on H.R. 972, the Community School Center Development Act, and related measures. The National Recreation and Park Association supports the goals of this legislation but we would like to suggest some modifications to assure the necessary preparation and cooperation for good community-school programs.

The National Recreation and Park Association is the nation's principal public interest organization representing citizen and professional leadership in the recreation and park movement in the United States and Canada. The National Recreation and Park Association's membership of some 18,000 includes professionals working in public park and recreation agencies, members of policy making boards and commissions, educators, leaders in the private recreation and leisure industry, and concerned lay citizens. We are dedicated to improving parks, recreation and leisure activities.

We recognize the importance of recreation as a major component of good community-school programming, and we are pleased to see recognition of that reflected in this bill. Park and recreation agencies have long advocated the productive use of school facilities for recreation, both during school hours and during non-school periods. Happily, in many areas fine cooperative programs of this type already exist. But such cooperation is by no means universal and many citizens are not benefiting fully from community resources. Community taxpayers can easily appreciate the enormous investment in the physical plant of school systems, and the waste of letting such an investment sit idle for many hours during a day and months during a year. Good programming and site design can transform a school into a tremendous community asset.

Nothing seems more obvious than these simple statements of concept. However, it has been the real life experience of NRPA professionals that effective implementation of these goals depends very heavily on a spirit of positive cooperation, not competition, between the agencies and groups which should be involved. We have known of cases where beginning community-school programs, in order to attract attention and garner community acceptance and involvement, have introduced recreation programs not in cooperation with local park and recreation agencies, but in competition with them. While this is not a recommended procedure, it quickly provides a spotlight and focus for the new program. Thus, instead of multiplying the possible services to a community, the program has immediately duplicated activities, reproduced facilities already available, and replicated programs already being provided by trained recreation professionals. We feel strongly that this legislation represents the best opportunity to prevent this sort of competitive situation and to insure the cooperation of the many agencies, recreation and other, which will be involved in community-school efforts.

Recreation has come a long way from former college and professional athletes blowing whistles on the playground. This profession has recognized its responsibility to provide challenging and satisfying leisure services to fill increasing hours of leisure time. These new challenges have required new and different training and there are now 315 educational institutions offering degrees in parks

---

[*] Kerensky, V. M.: "Correcting Some Misconceptions About Community Education," *Phi Delta Kappan*, vol. LIV No. 3 Nov. 1972, p. 160. (Dr. Kerensky is Chas. Stewart Mott, Professor, College of Education, Florida Atlantic University, Boca Raton.)

and recreation. These curricula teach people how to best meet the varied leisure needs of the old and young, the sound and the handicapped, those living in cities and those in rural areas, etc.

Title I of H.R. 972 establishes authority for grants to educational institutions to train community school directors. This training aspect is so basic to the operation and philosophy of community schools that we feel Congress should address the need for a well-rounded training program encompassing not only educational techniques but methods of determining community needs, coordination techniques, recreation philosophy, and other important disciplines.

One of the publication services of NRPA is a series of bulletins called Management Aids. One of these bulletins is entitled "School-Community Recreation and Park Cooperation." This bulletin provides some historical information on community-schools, articulates the role of recreation, offers some guidelines for cooperation, describes case histories, provides sample agreements and discusses planning for a community school. It also provides information on simple design considerations which can be incorporated into a building to increase its usefulness. In addition to such obvious design needs as increased open space and other facilities needed for community activities, the bulletin suggests some low-cost design features which should be eligible under a community-school grant program. These include outside entrances to cafeterias, libraries, shops and other special facilities, arrangements for closing off parts of the building not in use, and the means to control heat, lights and air-conditioning for use only in needed areas. A copy of "School-Community Recreation and Park Cooperation" is attached for Committee use and additional copies are available from NRPA.

In conclusion, we would like to make the following specific recommendations concerning specific community school legislation:

1. In order to make it clear that a community school program should be a joint effort between the school and other local groups and agencies, Section 2 should be modified to read:

> "It is the purpose of this Act to provide recreational, educational, and a variety of other community and social services through the establishment of the community school as a center for such activities in conjunction with other community groups *and local governmental agencies.*" (underlines show changes.)

2. To further underscore the joint nature of such programs, any authorization for program grants, as in Title II, should include a provision for subcontracting with other organizations and agencies and for reimbursement.

3. Clarifying changes are needed to show what the grants would cover. Will the funds be available for teacher salaries, home-school counselors, supplies and equipment, remodeling, costs of school operation during non-school hours? We support a "maintenance of effort" provision. Our experience indicates that maximum flexibility in the use of funds is essential. This should include authorizing minor alterations to schools to facilitate greater community access and use.

4. There is a noticeable lack of criteria for selecting grant recipients in the proposed legislation. It is important that Congress indicate its intent for the direction of these funds. Under Title I, we suggest that grants be made to colleges and universities offering community school training programs which will prepare the coordinator to pull together and organize community resources to meet community needs. Such a program should include exposure to the concepts of social work community organization and coordination, and recreation.

In Title II, the criteria for selection of community school grantees should include a provision for citizen participation in the development of the plan and continued citizen involvement in its implementation. Also, the selection of grantees should require cooperative effort between existing agencies and should encourage the involvement of other groups in developing and implementing the program.

5. The allotment of community school projects on a population basis does not seem to be supported by a strong rationale. The present bill would provide states with a population below 5 million with a maximum of 4 projects. A state between 10 to 15 million could receive 8. However, such an allotment does not specifically relate grant dollars to population. We have prepared a breakdown of the number of projects which would be accorded each state under the present formula (copy attached). There is some indication from past programs that projects of this nature do best in smaller communities where agencies and programs can be identified and unified. Further, larger cities often have a broader range

of supplemental funding programs to assist them. We suggest that the Committee re-examine this provision. A possible alternative would be regional allotment of funds with direct competition between projects within each region. A second alternative would be apportionment for more or less populous areas, with project competition within each category.

6. We are aware of the current controversy over the usefulness of Advisory Councils in connection with Federal funding programs. We believe that a strong case exists for creating one here. Success in the community school area will depend on the cooperation of several disciplines and groups, and the field is new and open to change. An Advisory Council can help. We recommend that present membership and requirements for appointment, as well as duties, be more clearly enunciated. We recommend the following language for Section 302(a).

"The Council shall include representatives of the various services intended to be provided in community school programs."

We also suggest that a time limit be set for the appointment of members and for replacements. We support expansion of Council functions (Sec. 303) to include review of program regulations.

We are pleased to have this opportunity to express our support for the community-school movement and the intent of the proposed legislation for furthering that movement. We stand ready to provide any additional information.

Thank you.

1970 CENSUS

States with a population less than five million (4 projects):

| | |
|---|---|
| Alabama | Nebraska |
| Alaska | Nevada |
| Arizona | New Hampshire |
| Arkansas | New Mexico |
| Colorado | North Dakota |
| Connecticut | Oklahoma |
| Delaware | Oregon |
| District of Columbia | Rhode Island |
| Georgia | South Carolina |
| Hawaii | South Dakota |
| Idaho | Tennessee |
| Iowa | Utah |
| Kansas | Vermont |
| Kentucky | Virginia |
| Louisiana | Washington |
| Maine | West Virginia |
| Maryland | Wisconsin |
| Minnesota | Wyoming |
| Mississippi | |
| Missouri | |
| Montana | |

States with population of more than 5 million but less than 10 million (6 projects):

| | |
|---|---|
| Florida | Michigan |
| Indiana | New Jersey |
| Massachusetts | North Carolina |

States with population more than 10 million but less than 15 million (8 projects):

| | |
|---|---|
| Illinois | Pennsylvania |
| Ohio | Texas |

States with population more than fifteen million (10 projects):

| | |
|---|---|
| California | New York |

NORTH CAROLINA CONGRESS OF PARENTS AND TEACHERS,
*Lincolnton, N.C., August 30, 1973.*

Hon. CARL D. PERKINS,
*Chairman, Subcommittee, House Committee on Education, Rayburn House Office Building, Washington, D.C.*

DEAR MR. PERKINS: It has come to our attention that your committee will hold hearings on community school legislation in September 1973.

The North Carolina Congress of Parents and Teachers endorses and supports the concept. We are promoting it in our state legislation program. We believe it has incalculable merit and potential, among which are expanded educational opportunities for all citizens; more efficient, extensive and practical use of school facilities; increased awareness of school-community needs; greater cooperation and increased efforts to fulfill these needs; and greater lay citizen appreciation of local school administrations and their endeavors to improve the quality of education under existing and sometimes trying circumstances.

We urge serious consideration of and a favorable report on this important legislation.

Thank you and best wishes.

Sincerely,

MRS. FRANK H. CROWELL, *President.*

---

AMERICAN ASSOCIATION OF
COMMUNITY AND JUNIOR COLLEGES,
*September 21, 1973.*

Hon. CARL PERKINS,
*Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN PERKINS: It would be appreciated if this letter could be made part of the record of the hearings held September 6, 1973, on H.R. 972, the Community School Center Development Act.

The Association applauds both the concept of the community school and the dedication of its advocates. As an association of community-oriented colleges, we have long supported the involvement of educational institutions in the health, education, and welfare of their communities. Thus we see much value in the concept of the community school, and have watched with interest the development of the community school movement in Michigan and other parts of the country, with the assistance of the Mott Foundation. There is also much potential for community school/community college cooperation, as evidenced by the relationships developed between the two groups in the state of Michigan.

A community school, like a community college, promotes a symbiosis of school and surroundings which can work to the benefit of each. The school's program is enriched by the infusion of elements of the "real" world, its people, and its concerns, as well as through the greater utilization of its facilities and the satisfaction which can come through service and the meeting of public needs.

For the community a convenient place for a variety of educational and recreational activities and social services has obvious benefits, not only in terms of what can be gained from the programs themselves but from the sense of community which can develop through a well-run program.

Federal support, as envisioned in H.R. 972, would help to give a national emphasis to the community school concept, and make it possible for states and communities which do not now have community schools to get them started.

We see the training component of H.R. 972 as a vitally important part of the bill. A complex variety of skills and understanding is needed for effective leadership of a community school. This part of the bill would support the development of training programs in sufficient number and of such quality that potential community education leaders receive adequate training.

Our one concern, unless the bill is revised slightly as suggested below, is that this program might potentially cause either conflict or duplication at the local level. Many community colleges are currently serving as community schools in the very sense envisioned by this bill. But, if the enacted program should focus too narrowly on the delivery system rather than the objectives to be served, it is conceivable that a community school could be established in an elementary school just a few blocks from a community college which is serving similar purposes.

This would be wasteful and an unnecessary duplication of services. The potential for conflict is not by any means confined to this particular sort of confrontation. A much wider variety of local social and educational agencies are involved in community education programs and all of these organizations could be viewed competitors with local school districts.

The intent of this bill is, we presume, to fill a need in places or circumstances in which the need is not presently being met. This intent could be clarified by a

statement in the bill indicating that community schools should serve to coordinate community resources and pull varieties of existing resources together and integrate them into a plan or program. We should seek a coordinated, conjunctive effort of all organizations which want to be involved in community education activities.

This problem could be handled through some changes in the language of Title II of the bill, which, in general, does not give the Commissioner of Education sufficient guidance on the selection of specific projects within the states. To protect against the establishment of duplicative systems in local areas, two points could be added:

(1) Section 201(a) could be amended to read "The Commissioner may, upon proper application, make grants to local educational agencies in conjunction with other local agencies for the establishment of new community school programs and the expansion of existing ones." This would ensure that local health, recreation, social and educational agencies (other than the LEA) are involved in the planning of the projects.

(2) Section 203, which gives the only advisories on criteria for selecting recipients, could require a survey of existing community education facilities in the community in question. This would help verify the need for such a service in that particular area and by the same token ensure against duplication.

Although not related to the problem of duplication, we would support an additional change in Title II, which would be helpful in giving more flexibility in the use of funds available to any one state. The system outlined in Section 202 would give states with *x* population a fixed number of projects, which would make it necessary for each of the state's projects to be of exactly the same size and cost, whereas it is quite conceivable that lesser funds, to give a boost to a greater number of existing projects, might be the most desirable use of the money in some states. A more flexible system would apportion total program funds to the states on the basis of their population as a percentage of total population. Funds thus apportioned could be allocated in the most appropriate manner in the individual states.

Before closing, I would like to make a few comments on H.R. 10949, the "Community Education Development Act of 1973", introduced by Congressman Lehman on September 5, 1973. This bill has a purpose similar to that of H.R. 972, with the basic difference being the delivery system of federal assistance to community education.

I think the bill's use of the term "community education" rather than "community school" is good in that it gives a broader focus on the work to be accomplished, and may, in a subtle way, serve to draw in the community's total resources more naturally and help to avoid the potential problems of duplication mentioned above.

However, H.R. 10949 has a serious problem which I would hope the Committee will consider. This is in the definition of "institution of higher education" in Section 3. I am attaching a letter which came to our office from the State of New Hampshire to illustrate one state's reaction to this. By omitting part of the accreditation language which is in H.R. 972, where it is stated that "such term also includes any school which provides not less than a one-year program of training to prepare students for gainful employment in a recognized occupation, and which meets the provision of clauses (A), (B), (D), and (E)", the definition in H.R. 10949 would exclude technical institutes and other non-baccalaureate postsecondary institutions from participation in training programs for community education directors and coordinators. The case against such exclusion is stated very well in the attached letter and need not be repeated here.

Thank you very much for permitting us to express our views. If you should have any further questions, please contact us.

Sincerely,

EDMUND J. GLEAZER, JR.

---

THE TOLEDO PUBLIC SCHOOLS,
*Toledo, Ohio, August 31, 1973.*

HON. CARL D. PERKINS,
*Chairman, General Subcommittee on Education, Rayburn House Office Building, Washington, D.C.*

DEAR SIR: A critical need in Toledo is to secure financial resources to support a more intensive and extensive implementation of the Community-School concept.

Serious financial, social and cultural problems in urban education can, indeed, be ameliorated by federal support of Community-School Programs.

Toledo Public Schools have had a community School Centers—The Toledo Lighted School Programs—since 1966. Collective evidence supports the position that the Lighted School Program has contributed to the achieved objectives following:

| OBJECTIVES | DATA |
|---|---|
| 1. Improved cultural, social and recreational opportunities for Toledo students, their parents and other interested adults. | 1. (a) During last year there were 6,049,332 times when individuals (students and adults) participated in some manner in the program (see attached brochure).<br>(b) 13 different community groups used the Lighted Schools for a total of 681 different sessions (see attached brochure) involving 2,019,882 individual contacts. |
| 2. Improved cognitive skills that lead to improved employability and self-sufficiency in an urban setting. | 2. Adult Basic Education and Adult Vocational Programs are offered and their enrollments last year were 1,638 and 5,733, respectively. |
| 3. Improved School-Community Relations and increased Public Support for Schools. | 3. (a) The citizens of Toledo approved a 40 million dollar school building program last year.<br>(b) The schools have negotiated and and are using public tax supported transportation facilities to replace school operated buses.<br>(c) The schools will be providing school lunch facilities for all students as a result of community-school studies. |
| 4. Greater participation of citizens in school issues. | 4. (a) Parent Advisory groups are having direct input into program planning in a wide variety of instructional and service areas that are regional or system wide.<br>(b) Parent involvement is being achieved in individual schools in budget planning. |
| 5. Ease minority tensions and create greater levels of cooperation and understanding. | 5. (a) This is a difficult objective to support with specific data, but we can point to two indices: (a) the lack of major community disruptions and (b) an increase in minority groups expressing their concerns in constructive ways through organized groups.<br>(b) The schools have initiated special projects to improve minority relations with the Afro-Americans and the Mexican-Americans. |

Obviously, all of these gains are not directly attributable to the *Lighted School Program*, but we have every reason to believe that this program has been, and continues to be, extremely instrumental in initiating and encouraging the basic elements of the community school concept.

Of equal importance is the recognition that if resources were available we would be able to achieve an even greater movement toward the community-school goals.

We in Toledo do, indeed, strongly endorse and support you in your efforts to effect funding for Senate Bill 335.

Very truly yours,

FRANK DICK,
*Superintendent of Schools.*

BRIGHAM YOUNG UNIVERSITY,
*September 21, 1973.*

HON. CARL PERKINS,
*Rayburn Office Building,*
*Washington, D.C.*

DEAR MR. CHAIRMAN: Dr. Keith Rogers, Associate Director of Community Education at Brigham Young University has requested that I write you concerning some of the recent developments that can be attributed to Community Education in some of our local school districts here in Utah.

We have just completed a preliminary review of a few selected districts and these are some of our findings. There were 274,084 enrollments for Utah citizens provided by Community Education in and above the regular school enrollment for an average student cost of $1.10 each. Some communities where community schools operated, there was a decrease in vandalism of 36% from the previous year. Referrals to juvenile courts in some districts operating community schools have been reduced by 23%. Adult Education participation increased 42% in the districts over the previous year. In some of our community schools the public school libraries are opened during the summer and are available year round for public use. In the schools operating a community school program, the average daily attendance of all regular day students has increased 1.7%.

Some of the community schools were able to secure commodity foods for Senior Citizen programs and feed Senior Citizens in many school cafeterias. The regular program in some schools has been enriched by the community concept and new courses and activities were begun in different areas such as music, reading, science, math, recreation, early childhood education, special parent and child training, vocational and avocational interests, etc. Some students who have been drop-outs are now able to re-establish credit and re-enter the high school program for graduation with their colleagues.

We are planning through the remainder of this year to run a more comprehensive study in Utah concerning some of the measurable outcomes of how community school does actually affect the school and the neighborhood. Some of these will possibly be available within the next month or so.

If we can be of any further assistance to you at that time, please let us know.

Sincerely,

RICHARD L. DEEN,
*Graduate Intern,*
*B.Y.U. Regional Center for*
*Community School Development.*

---

THE COMMUNITY SCHOOL PROGRAM IN THE DISTRICT OF COLUMBIA

BACKGROUND

The community school program continues to emerge as the medium through which a comprehensive program for continuing education from infancy through the parenthood and ensuing adult years may be provided. It is the medium through which our school system assists in the development of local communities which are able to produce capable leadership; will be supportive of, and deeply involved in the school and its programs; and will contribute to the general development of the total community's organization and growth in problem solving techniques and capacities.

The community school functions as a family school and service center which will identify the problems of parents and children; find resources, recruit volunteers or develop programs to alleviate these problems; and be open for community use in the evenings and on the weekends.

In this manner the community school provides educational, enrichment, family development, recreational and special interest programs which will be so stimulating and so inviting that the local residents turn to the school as the center of community life and as the agent which will help them find a better life.

OBJECTIVES

1. To develop a school and its adjacent community so that each is a part of and supportive to the other in endeavors to prepare both children and adults in gaining the maximum from life.

To encourage the school to look at the total community as a place where learning occurs.

To create within the community a warranted view of the school as a developer of resources (human, economic), and a center for exploring courses of action.

2. To develop programs in cooperation with other local agencies and institutions that increase each person's chance for successfully acquiring functional skills and improving personal capabilities.

To create programs reflecting both the needs and desires of the community.

To create programs finding or developing a pool of local community personnel as leaders.

To create programs strengthening the family in ways that allow each member to grow.

To develop programs which help school staff including teachers, teacher aides, supervisors and administrators to become increasingly aware of community needs and special child needs growing from the community environment.

To create programs which will help teachers become successful in their teaching through the reduction of classroom tension and frustration formerly caused by unmet individual and community needs.

3. To train school staff specifically responsible for initiating school community programs and communication.

PROGRAM DEVELOPMENT

The Community School Program was developed by the Urban Service Corps in 1965 at Logan School and has now increased to a total of fourteen schools scattered throughout the District of Columbia.

*Pilot project.—The Logan Community School—Fall 1965*

The community school program was developed by the Urban Service Corps at the Logan School beginning in the fall of 1965. The Logan School was selected as a school whose staff and community were receptive to the community school concept and whose physical plant and facilities (auditorium, space in the demountables and playground) were suitable for a variety of programs. A community school director was appointed at a Teachers Salary Class 15 level. Her role was to organize the activities, develop the program to meet the community's needs, and recruit the necessary volunteers and resources for implementation of the programs.

*Initial expansion.—The Maury Community School—Fall 1966*

The program was extended and expanded to Maury School in response to that school-community's enthusiasm to the idea of developing a community school. A proposal was submitted by the Urban Service Corps to the Junior League of Washington requesting a grant from that organization to provide the director's salary for the Maury program.

The Maury School director's salary was provided by the Junior League until the 1967 summer proposal for community schools went into effect.

*Appointment of three model school division community school coordinators.—March 1967*

In March, 1967, three community school coordinators were appointed and assigned respectively to Bruce and H. D. Cooke Elementary Schools and Garnet-Patterson Junior High School. Their salaries came from Elementary and Secondary Education Act funds and were funded at the Teachers Salary Class 13 level. The initial months of their assignment were spent in becoming acquainted with community resources, agencies, school staff and children, and in developing plans for future programs based on identified community and school needs.

*Summer expansion of the community school program—A title III project June–August 1967*

The Board of Education approved a proposal dated May, 1967, for the expansion of the Community School Program as a Title III Project to include the Logan, Maury, H. D. Cooke and Bruce Elementary Schools as well as the Garnet-Patterson Junior High School. The Urban Service Corps and the Model School Division were responsible for cooperatively coordinating the program operations.

*Title III community school program extension to June 1968*

The initial contract negotiated with the Office of Education was then extended. A reallocation of unexpended funds extended the grant for the operation of the Logan, Maury, H. D. Cooke, Bruce and Garnet-Patterson Community Schools on a minimal basis until June, 1968. Certain initial operating funds were also allocated to supplement the Morgan School Project.

*The Adams-Morgan Community School program—Morgan School—Fall 1967*

The Board of Education has approved the operation of the Morgan School as a community controlled school beginning September, 1967 under the responsibility of the D.C. School System, the Morgan Community and Antioch College. The Morgan School Council was elected and charged with the responsibility of designing that school's curriculum, selecting staff and developing policies which represented the concerns of the area residents.

*Pursuit of certain interagency and interdepartmental resources*

*The Logan project in preschool education.*—The administration extended and expanded the preschool program at Logan. An experimental program in infant and preschool education, emphasizing parental participation, was co-sponsored by the District of Columbia School System and the Washington School of Psychiatry. Consultants from the Office of Education and National Institute of Mental Health were involved.

*The United Planning Organization proposal for the establishment of parent and child center*

The Office of Economic Opportunity designated Washington, D.C. as one of the twenty-five cities eligible for funds to plan and operate Parent and Child Centers. This new pilot program was funded by the Department of Housing and Urban Development, the Office of Economic Opportunity, and the Department of Health, Education and Welfare. The administration designated staff members to represent the D.C. Public Schools in the program planning stage upon invitation from the United Planning Organization.

*A proposal from the recreation department to expand its program in two schools*

The administration engaged in exploratory conferences with representatives of the Board of Directors, the administration and the staff of the Recreation Department to plan strategies for cooperative action between the D.C. Public Schools and this District agency. Plans were developed for the expansion of the Recreation Department programs at the Hart and Garnet-Patterson Junior High Schools.

*Administrative exploration of additional resources*

*Exploratory communications and conferences with Mott Foundation (Flint, Michigan) representatives.*—During March, 1967 representatives from the Mott Foundation visited Washington, D.C. Conferees included the Superintendent, members of his staff, Congressman Donald Riegle, the Executive Director of the Mott Foundation, Mr. Frank Manley, and a trustee of the Mott Foundation, Mr. Joseph Anderson. At that time the Mott Foundation indicated that it would contribute to the support of the community school effort in Washington, D.C.

In September, 1967, the administration indicated in a letter to Mr. Frank Manley of the Mott Foundation, that the D. C. Public School System wished to explore the possibility of receiving a grant from the Foundation. A tentative projection of budget figures to support a more comprehensive program for the five centers currently operating was included.

On October 23, 1967, representatives from the Mott Foundation, Congressman Riegle, the Acting Superintendent and members of his staff conferred in the office of the Acting Superintendent and developed a proposal for submission to the Mott Foundation.

*Program overview at the request of Representative Edith Green*

A capsule review of selected aspects of the District's Vocational and Community School Program was provided Congresswoman Edith Green through conferences and a preliminary tour to observe certain school programs at her request. Mrs. Green has publicly stated her interest in and support of the administration's program in these two areas.

*Initial Mott Foundation Grant.—1968–69*

Additional impetus for the expansion of community school programs in the Washington, D.C. system was provided by the award of a $40,000 grant for 1968–1969 by the C. S. Harding Mott Foundation.

This grant, supplemented by matching funds from the D.C. Government, made available additional staff and increased programs and services at Logan and Garnet-Patterson Community Schools.

*Congressional appropriation fiscal year 1970*

The school administration made budgetary requests for allocations which supported four community schools in 1969.

This number was increased to six in Fiscal Year 1970 by the support of Congressman Donald Riegle to the House of Representatives Appropriation's Committee.

*Supplemental Mott Foundation Grant.—1970–71*

The efforts of the Public Schools of the District of Columbia to develop its community education programs continued to receive the generous support of the Mott Foundation. This support was evidenced by an additional grant in January 1970 for $150,000 which permitted the operation of five additional schools, beginning in March 1970, and which expired June 30, 1971.

*Present status*

In Fiscal Year 1972, congressional approval was given to provide funds for eleven community schools in the amount of $475.0. Additional funds of $48.5 were allocated in February 1973 to staff and operate the Woodson Senior High Community School Program. This represents a total of $523.4 for twelve schools.

The twelve are Beers, Bruce, H. D. Cooke, Emery, Hendley, Johnson, Logan, Maury, Paul, Richardson, River Terrace, and Woodson Senior High School. Two other school programs are funded by Title I monies.

The schools in order of establishment are:

| | |
|---|---|
| 1965—Logan, 3d and G Sts., NE | Service area I. |
| 1966—Maury, Tennessee and Constitution Ave. NE | Service area I. |
| 1968—Garnet-Patterson, 10th and U Streets, NW | Service area VI. |
| Harrison, 13th and W Streets, NW | Service area VI. |
| 1969—H. D. Cooke, 17th and Euclid Streets, NW | Service area VII. |
| Bruce, Sherman Avenue and Kenyon Streets, NW | Service area VII. |
| 1970—Hendley, 4th and Chesapeake Streets, SE | Service area IV. |
| Beers, 36th and Alabama Avenue, SE | Service area IV. |
| Emery, Lincoln Road and S Streets, NE | Service area VII. |
| Richardson, 53d and Blaine Streets, NE | Service area III. |
| Johnson Jr. High, Bruce and Robinson Place, SE | Service area IV. |
| Paul Jr. High, 8th and Ogiethorpe Streets, NW | Service area I. |
| 1971—River Terrace, 34th and Dix Streets, NE | Service area III. |
| 1972—Woodson Sr. High School, 58th and Eads Streets NE | Service area III. |

STAFFING

The Department of Summer Schools, Continuing Education and Urban Service Corps is responsible for the administration and supervision of twelve schools and coordinates the programs in all community schools in cooperation with the Elementary and Secondary Departments, Model School Division and Anacostia Community School Project.

An Assistant to the Assistant Superintendent for Community School Coordination provides the administrative direction, supervision, and coordination of the Community School Program for the system. He is responsible for staff and program development, for establishing linkage with District, Federal, recreational agencies, for budget preparation and monitoring program costs.

The staff of each school consists of a coordinator, T8A–8, who is charged with the responsibility for the development and planning of programs in response to the needs and requests of the community. This coordinator is directly responsible to the building principal and directs the administration and supervision of those programs and activities which make up the content of the community school program.

The coordinators are supported by community aides and parent assistants who provide clerical assistance, serve as liaison with residents, assist the regular day portion, recruit volunteers and participate in variety of ways to ensure better communication and understanding between the home and the school. The number of such support persons ranges from three to six persons at each school.

PROGRAM CONTENT

The actual programs for each community school vary, for by definition, the particular activities the community school sponsors, as well as the total program it develops, are based on the desires and needs of the community it serves. While each program starts "where the participants are," whether child or adult, and grows to provide many possibilities for use of leisure time, community involvement, and direction of life, each school is also developing evening and weekend programs through which parents can learn how to help their own children, and adults and youth may work towards self-improvement and family strengthening. Each community school is also developing cooperative programs with other agencies.

SUMMARY STATEMENT

Over a period of about eight years, the Community School Program has grown from two schools to sixteen schools. These programs are placed in strategic areas throughout the city. Great care has been taken to disperse these schools in relation to need.

The support of Congress plus the generous grants from the C. Stewart Mott Foundation in Flint, Michigan provided the financial assistance which contributed to this rapid expansion.

During the past eight years the Community School Program:

(1) Served as a catalyst for community action by mobilizing community residents to seek cooperative action to secure improved lighting, for their neighborhood; by beautification projects, encouraging sickle cell anemia testing; by providing weekly drug prevention seminars; protesting issuance of liquor licenses; by supporting day care programs; by providing space for meetings of local civic groups;

(2) Operated as a center serving people of all ages; conducting park-your-child services for tots whose parents attend adult programs; by extending the day for school age children in such activities as Brownies, who made gifts for inmates at D.C. General Hospital; homework centers for Door-Key children; tutorial programs for students who need more individualized help to ensure success; crime stoppers clubs for young male students; work scholarship program which utilize the service of teenage boys and girls to assist teachers, custodians; community council participation; typing classes remedial and make up classes to reduce retention and failures; recreational programs in cooperation with the Recreation Department.

For Adult.—High School Equivalency or GED program for those who failed to secure their high school diplomas; driver education classes for upward job mobility; senior citizens activities, TOPS (Take off Pounds for Adults);

(3) Served as a referral center disseminating information of value to residents about Food Stamps, housing, health, income tax help, counselling, etc.;

(4) Served as a program which is developed in cooperation with other local agencies and institutions through close cooperative action of the Community Council members who work with civic associations, Police Department, mental health centers, Neighborhood Consumer Information Center, the American Red Cross; by utilizing the resources of area universities and colleges whose students serve as volunteer tutors in programs;

(5) Developed programs which grew out of the needs and desires of residents. Through the use of surveys, announcements, public media, residents are aware that the school doors are open and attempts are made to translate their requests for help into operating programs;

(6) Served as a program which locates, develops and utilizes the talents of the community and prepares individuals for leadership. Parents serve the school as sewing teachers, clerks, aides and teacher assistants. Participants have profited from such activities and have been successful in securing employment in government and private agencies;

(7) Served as a program which seeks to enrich and support the day time portion of the school day. The community school staff assists with the super-

vision of children during lunch hours; help with planning of recreational and enrichment activities; makes visits to homes to seek information about children with problems; coordinates nonacademic activities during the school day to relieve the staff of routine assignments; assists teachers in preparation of instructional materials;

(8) Served as a program which aimed to change the attitudes of community residents; by opening the school doors and encouraging participation and involvement of neighborhood youth and adults in programs, significant reductions have been noted in acts of vandalism, thefts of materials, and destructive behavior.

NEEDS OF THE COMMUNITY SCHOOL PROGRAM

The staff of the community school program is small. Funds are needed to provide on-going staff development activities which will enhance the performance of personnel at all levels.

Extending the school hours and school year demands funds for overtime pay for custodial and engineering workers who are responsible for the cleanliness and maintenance of the school plant.

Lack of funds have prohibited the development of an adequate publicity campaign to inform and recruit larger numbers of citizens to the operating programs.

Opportunity to provide a training program for new coordinators is impossible within the budget available for the community school program. Training at the University centers will broaden the vision, increase the professional knowledge of the present staff and contribute to their greater skill and execution of responsibility.

There is a critical need to develop an objective evaluation instrument to measure the results of all community school programs.

DEPARTMENT OF SUMMER SCHOOLS, CONTINUING EDUCATION AND URBAN SERVICE CORPS

BEERS COMMUNITY SCHOOL
Address: Alabama Ave., & 36th Place, S.E.
Telephone: 583-1411

Ward 7—Service Area No. 4

Principal: Mrs. Mary Maloney
Coordinator: Mr. Herman Baylor
Started: Winter 1970.

| | |
|---|---|
| Funding: | |
| 1970—Mott Foundation | $10,000.00 |
| D.C. Matching | 7,445.80 |
| | 20,000.00 |
| 1971—Mott Foundation | 14,891.80 |
| D.C. Matching | 35,000.00 |
| 1972—Regular Budget | |
| Staffing: (1972) | |
| Coordinator, TSA–8 | 1 |
| Community aide, GS–4 | 1 |
| Clerk typist, GS–3 | 1 |
| Parent assistant, GS–2 | 1 |
| Teachers supported by adult education | 2 |

Community Input:
(1) Community Council.
(2) Sears and Roebuck.
(3) S. E. Neighbors Civic Association.
(4) Penn Branch Civic Association.
(5) Fort Dupont Civic Association.
(6) Fort Davis Civic Association.
(7) Fairfax Recreation Center.
(8) Hillcrest Recreation Center.
(9) PTA.

Program Offerings:
*Children.*—Youth Serves Youth, Summer Day Camp, Hostess Club, Athlete Club, Karate, Sewing, Ceramics, Science Club, Physical Fitness, Good Guys Club.

Brownies, Typing, Tutoring, Drama, Art Club, Scouts (Girls), Reading, Arts and Crafts, Cheerleader and Charm, Reading Improvement, Chess Club, Teen Club, Homework Center, and Tutorial Program.

*Adults.*—Mothers' Club, Ceramics, Typing, Slimnastics, Upholstery, Math Workshops, Community Council, Volunteers, Self-Defense, Sewing, Modern Dance Study, Group Choreography and Dance Study, and Advance Dance Studies.

BRUCE COMMUNITY SCHOOL

Address: Kenyon Street & Sherman Ave., N. W.
Telephone: 723-5151

Ward 1—Service Area No. 7

Principal: Mrs. Aimo Felder
Coordinator: Mrs. Judy Williams
Started: Spring 1967.
Funding:

| | |
|---|---|
| 1967—Title I, ESEA | |
| 1968—Title III, ESEA | |
| 1969—Title I | $23,500 |
| 1970—Regular Budget | 34,564 |
| 1971—Regular Budget | 35,584 |
| 1972—Regular Budget | 38,156 |

Staffing: (1972)

| | |
|---|---|
| Coordinator, TSA-8 | 1 |
| Teachers | 5 |
| Secretary, GS-4 | 1 |
| Community aide, GS-4 | 2 |
| Parent assistants | 4 |

Community Input:
(1) Area 8 Neighborhood Planning Council.
(2) Change, Inc.
(3) Community Council.
(4) Community Group Health Foundation.
(5) Narcotics Treatment Administration.
(6) Neighborhood Consumer Information Center.
(7) Pleasant Plains Civic Association.
(8) Teen Haven.
(9) National Audubon Society.
(10) PTA.

Program Offerings:
*Children.*—Arts and Crafts, Cooking, Dental Education and Treatment, Drug Education, Group Therapy for Maladjusted Girls, Scouts, Self Improvement, Sewing, Environmental Program (Audubon Society), Consumer Information, and Medical Program (Sickle Cell Anemia Testing).
*Adults.*—Driver Education, Sewing, Typing, and High School Equivalency.

H. D. COOKE COMMUNITY SCHOOL

Principal: Mrs. Josephine Teague
Coordinator: Mrs. Joyce Jackson
Address: 17th and Euclid Street, N.W.
Telephone: 232-7779
Ward 1—Service Area No. 7
Started: Spring 1967.
Funding:

| | |
|---|---|
| 1967—Title I, ESEA | |
| 1968—Title III, ESEA | |
| 1969—Title I | $23,500.00 |
| 1970—Regular Budget | 34,564.00 |
| 1971—Regular Budget | 34,564.00 |
| 1972—Regular Budget | 33,613.50 |

Staffing: (1972)

| | |
|---|---|
| Coordinator | 1 |
| Community Aides | 8 |
| Adult Education Teachers | 9 |

Community Input:
(1) Adams Health Clinic.
(2) New Thing.
(3) Potter's House.
(4) Church of the Savior.
(5) National Baptist Church.
(6) Stoddard Baptist Home.
(7) H. D. Cooke Recreation Dept.
(8) PTA.
(9) D.C. Recreation Dept.
(10) Neighborhood Planning Council.

Program Offerings:
*Children.*—Health Club, Piano, Reading, Arts and Crafts, Homework Center, Outdoor Sports, English Conversation (Spanish Students), Saturday Spanish, Sight-seeing class, Cub Scouts, Black History, Story Hour, Dental Services, Girl Scouts, Drum Class, Karate, Roving Leader, Tutoring, and NCIC Class (Buying class).
*Adults.*—Driver Education, Typing, and High School Equivalency.

EMERY COMMUNITY SCHOOL

Principal: Mr. Fred Bulock
Coordinator: Mr. Willis Thomas
Address: Lincoln Road and Randolph Streets, N.E.
Telephone: 635-1444
Ward 5—Service Area No. 7
Started: Winter 1970

Funding:

| | |
|---|---|
| 1970—Mott Foundation | $10,000.00 |
| D.C. Matching | 7,445.80 |
| 1971—Mott Foundation | 20,000.00 |
| D.C. Matching | 14,891.80 |
| 1972—Regular Budget | 35,000.00 |

Staffing: (1972)

| | |
|---|---|
| Coordinator, TSA–8 | 1 |
| Community Aide, GS–4 | 1 |
| Parent Assistant, GS–2 | 1 |
| Adult Education Teachers, TSA–15 | 4 |
| Instructional Aide, GS–4 | 1 |

Community Input:
(1) Community Council.
(2) Edgewood Civic Association.
(3) Portal School Inservice Program.
(4) Center City Community Corporation.
(5) Neighborhood Planning Council No. 14.
(6) Neighborhood Planning Council No. 11.
(7) Our Redeemer Lutheran Church.
(8) St. Martin's Catholic Church.
(9) Howard University.
(10) American University.

Program Offerings:
*Children.*—Tutoring, Typing, Girl Scouts, Tennis Club, Swimming, Fashion Designing, Sewing, Pre-school, Teen Center, Learning Centers, and Courtesy Patrol Recreation Program.
*Adults.*—Sewing, Driver Education, Typing, Shorthand, High School Equivalency, and Reading.

JOHNSON COMMUNITY SCHOOL

Principal: Mrs. Great Murchison
Coordinator: Mr. Leslie Davis
Address: Bruce and Robinson Place, S.E.
Telephone: 629-8061
Ward 8—Service Area No. 4
Started: Winter 1970

Funding:
- 1970—Mott Foundation ..... $10,000.00
- D.C. Matching ..... 7,445.80
- 1971—Mott Foundation ..... 20,000.00
- D.C. Matching ..... 14,895.80
- 1972—Regular Budget ..... 35,000.00

Staffing: (1972)
- Coordinator, TSA–8 ..... 1
- Community Aide, GS–4 ..... 1
- Clerk-Typist, GS–3 ..... 1
- Parent Assistant, GS–2 ..... 1
- Teachers supported by adult education ..... 3

Community Input:
(1) Frederick Douglas United Community Center.
(2) Southeast House.
(3) Community Council.
(4) PTA.

Program Offerings:
*Children.*—Skill Training, Math for Fun, Black History, Charm Club, Library Club, Typing, Project Panoja, Stage and Marching Band Clinic, Photography Workshop, NYC Recreation Program, and Youth Environmental Education.
*Adults.*—Driver Education, Slimnastics, Karate, Basic Education, High School Equivalency Tutoring, and Business Education—Typing, Shorthand.

LOGAN COMMUNITY SCHOOL

Principal: Mrs. Gloria Ford
Coordinator: Mr. Neville Waters
Address: 3rd and G Streets, N.E.
Telephone: 547–6019
Ward 6—Service Area No. 6
Started: Fall 1965.
Funding:
- 1965—Urban Service Corps. .....
- 1966—Title III, ESEA .....
- 1967—Title III, ESEA .....
- 1968—Title III, ESEA .....
- 1969—Mott Foundation ..... $20,000
- D.C. Matching ..... 13,150
- 1970—Regular Budget ..... 35,000
- 1971—Regular Budget ..... 35,700
- 1972—Regular Budget ..... 38,000

Staffing: (1972)
- Coordinator ..... 1
- Secretary ..... 1
- Community Aides ..... 6
- Adult Education Teachers ..... 4
- Volunteers .....

Community Input:
(1) Local Safeway Store.
(2) Maternity and Youth Health Clinic (N.E.).
(3) PTA.
(4) Senior Citizen Center.
(5) Bureau of Immigration and Naturalization.
(6) American Rescue Workers.
(7) N.E. Community Center—Model Cities.
(8) Model Cities—Ward 14—Council.
(9) H St., N.E. Family Health Clinic.
(10) Little Sisters of the Poor.

Program Offerings:
*Children.*—Health Education, Cottage Nursery, Tutoring, Bowling, Scout, Drama, Camping, Field Trips, RAP Club (5th and 6th grades), Scouting—Boys and Girls, Counselling, Typing, Storytelling, Sewing, Swimming, Arts and Crafts, and Gymnastics and Creative dance.
*Adults.*—Typing, Sewing (Drapes and Slip Covers), Shorthand, Nursing Assistants Class, Cottage Nursery School Teacher Training, High School Equiva-

lency, TOPS (Take off pounds set), and Arts and Crafts (home improvement).

*Group Activities.*—Free Bread Distribution, Thrift Shop Sales, Toy Shops, Gift Boutique, Thursday Night Movies, Family Camping, and Monthly Dances.

PAUL COMMUNITY SCHOOL

Principal: Mr. Edward Armstead
Coordinator: Mr. Wendell Hipkins
Address: 8th and Oglethorpe Streets, N.W.
Telephone: 882-5388
Ward 4—Service Area No. 1
Started: Winter 1970.
Funding:

| | |
|---|---|
| 1970—Mott Foundation | $10,000.00 |
| D.C. Matching | 7,445.80 |
| 1971—Mott Foundation | 20,000.00 |
| D.C. Matching | 14,891.80 |
| 1972—Regular Budget | 35,000.00 |

Staffing: (1972)

| | |
|---|---|
| Coordinator, TSA–8 | 1 |
| Teachers supported by adult education | 6 |
| Community Aides | 2 |

Community Input:
(1) Black Man's Development Center.
(2) Brightwood Post Office.
(3) Church of Nativity.
(4) Neighborhood Planning Council No. 1.
(5) Police Boys' Club No. 6.
(6) PTA.
(7) Community Council.

Program Offerings:

*Children.*—Mechanical Drawing, Bowling Clinic, Afro-Am. History, Enrichment, Creative Arts, Physical Education, Mathematics, Art, Chess Club, Horseback Riding, Stage Band, Swimming, Tutoring, Guidance and Counselling, Clothing, Skating, Foods, Reading Improvement, Sewing, Good Grooming, Printing, Woodworking, Bowling, Basketball Clinic, Homework Center, and Photo-Lab.

*Adults.*—Clothing, Typing, Black History, Physical Education, Basketball, Food Preparation, Chess, and High School Equivalency.

RICHARDSON COMMUNITY SCHOOL

Principal: Mrs. Marjorie Johnson
Coordinator: Mrs. Elsie Shamwell
Address: 53rd and Blaine Streets, N.E.
Telephone: 396-0809
Ward 7—Service Area No. 3
Started: Winter 1970.
Funding:

| | |
|---|---|
| 1970—Mott Foundation | $10,000.00 |
| Impact Aid | 7,445.80 |
| 1971—Mott Foundation | 20,000.00 |
| Impact Aid | 14,891.80 |
| 1972—Regular Budget | 35,000.00 |

Staffing: (1972)

| | |
|---|---|
| Coordinator, TSA–8 | 1 |
| Community Aide, GS–4 | 1 |
| Parent Assistants, GS–2 | 3 |
| Reading Specialist | 1 |
| Reading Teachers | 4 |
| Adult Education Teachers | 4 |

Community Input:
(1) Community Council.
(2) Area 4A Council.
(3) Far East Community Services.

(4) Sixth District Police Community Service.
(5) Block Leaders.
(6) Lincoln Heights Tenant Association.
(7) Junior and Senior High School Tutors.
(8) PTA.
(9) Mayor's Office: Development of 24-hour Youth Center.

Program Offerings:

*Children.*—Tutoring, Drama, Dance, Speech, Karate, Reading Improvement, Music, Sewing, Teen Activities, and Parent Assistance.

*Adults.*—Typing, Sewing, Shorthand, Speech, High School Equivalency, Business Practices, Commercial Art, Spanish, and Upholstery.

RIVER TERRACE COMMUNITY SCHOOL

Principal: Mr. Winston Turner
Coordinator: Mr. Clarence Knight
Address: 34th and Dix Streets, N.E.
Telephone: 629-6007
Ward 7—Service Area No. 3
Started: Summer 1971.
Funding:

| | |
|---|---|
| 1971—Regular Budget | $55,700 |
| 1972—Regular Budget | 98,156 |

Staffing: (1972)

| | |
|---|---|
| Coordinator, TSA–3 | 1 |
| Teachers, TSA–15 | 10 |
| Community Aides | 4 |

Community Input:

(1) Community Council
(2) Civic Association
(3) Parent Teacher Association

Program offerings:

*Children.*—Tutoring, Bridge, Karate, Photography, Slimnastics, Typing, Knitting, Music, and Black History.

---

[From the Ombudsman Monitor]

NATIONAL OMBUDSMAN ADVISORY FOR COMMUNITY SERVICE LEARNING

STATEMENT ON SCHOOL COMMUNITY SERVICES LEARNING FROM 9 A.M. TO 3 P.M.

The National Ombudsman Advisory for Community Services Learning recommends that HR 972 be passed, but only if Definition No. 7 (Community School Program) will specifically include those learning activities which take place outside the school building during school hours.

Students who are now getting school credit for delivering valuable services for their communities can often learn academic subjects more effectively if Community Service Units are properly planned. Called "external credit", such community services learning "is where it's at" for any truly educational synergistic solutions in our time.

Such school credit could be properly encouraged only if this bill is properly written. We believe that in the bill there should be at least ten per cent of the funds, and possibly up to fifty per cent, allocted to properly expand Community Schools Centers Programs so as to include Community Service Learning during school hours from nine to three.

The fiscal implications are that no more money needs to be appropriated. The money will just be more wisely used.

We need to note the recent remarkable explosion of this community service learning concept, as can be seen from import exhibits attached here. Note the "Redefinition of the Ohio School Day" made last month by the Ohio State Department of Education for its own public high schools. Please note also the March 12, 1973, NY Daily News story describing how 285,000 high school students in New York City starting in September of 1973 for the first time can now receive academic credit for a nigh school diploma in a curriculum that can be designed to include credit for services in outreach to the community.

We have successfully had students in cooperative, distributive and work-study programs for decades. However, the scope is new. Also new is its name "Action Learning" or CSL (Community Service Learning) for students' experiential learning. Now, not just vocational and trade schools but academic schools also will offer class credit for work in communities such as hospitals, libraries, museums, recreation, safety, for children, or youth, or senior citizens, or handicapped, on radio, TV, newspapers or other activities in the community.

The concept is now excitingly valid and newly spreading that students need not be paid, except in this important new "script" of school credit. It is vital, however, to insure that this education breakthrough of experiential learning which is not new and becoming so well accepted, be recognized through such a definition in HR 972. But it must be specifically spelled out, to insure that the bill is not already obsoleted before it is passed, and that new diplomas are upgraded, not downgraded.

We therefore also recommend that at least 3 sections of the bill specifically add the word "innovations." Generally Community Schools have an "after 3" service image, at present. By adding this word, Community Service Learning from 9 to 3, during school hours, would be encouraged rather than discouraged, as this bill might do.

We find that the National Science Foundation and the Office of Education, OEO, ACTION and Departments of Commerce and Labor, and many other community agencies, as well as cities, counties, states and their agencies engage in a jungle of competition for funds. This new funding for Community Schools could serve similarly to force another layering of bureaucratic domains, each segment or department trying to protect its own "turf". We must pay heed to the possibility that the more money we pour into new programs, the less chance we may have of gaining needed innovations. Only the "safer" and more cosmetic cures are given precedence in any mad scramble for funds.

Revenue sharing, with the best intentions, by allowing "No Strings Attached", inadvertently can cause us to commit this same kind of innovation suicide.

It can be shown that school and community problems can be synergistically solved from excitingly creative community service learning projects. Students can receive science, math, and art and other academic credit through a CSL program recently developed in the past four years called A.B.L.E. units, units of learning as analyzed by an American Board of Learning Experiences for Community Education so that many educational objectives can be nationally standardized.

An Ombudsman routinely is a complaint officer able to expose wrong doing in a bureaucracy, in a kind of "band-aid" operation. With this new tool new kinds of ombudsman would train to achieve a vital, massive exposure of right-doing—innovative information en masse for the first time.

This new tool can be called "Community Ombudsman Forum". It is a kind of 21st Century Town Hall Meeting on the Air, where at least 50 percent of the people of the community will participate rather than 1 per cent or even less as is now generally the case. Recently almost two million dollars was spent for a town hall meeting of the air called "Choices of '76" with TV and other media coverage. It failed in the three states of New York, New Jersey and Connecticut from March to May of 1973 because it was not in the fifty-per-cent-or-more "Ombudsman exposure" range, lacked optimum citizen participation.

The Mass Education Resources Institute of Technics, Inc. last year received a seed money grant from the Post Conference Board of the White House Conference on Youth to surface a youth ombudsman materials training kit from Box 311, Unionville, Conn. 06085. This will be for $1, sent out by M.E.R.I.T. Inc., the non-profit educational research organization that received the grant. M.E.R.I.T. Inc. will publish the first A.B.L.E. unit to train environment art ombudsmen, and explain how to design maximum exposure systems of innovative information in an O* Day for an organization, such as a high school or college, or O* Day for an entire city, a region, a state, or for the entire nation.

We would like to see HR 972 passed, but only if these simple but important items are specifically included where definition is ample, and the word innovation is emphasized.

Our observations are based on a ten-year intensive and extensive study that needs to be noted here, in summary. This statement is being made on behalf of not one, but four organizations, two of which were the education research organizations largely responsible for bringing to the country Operation Headstart

in 1964* and one which since 1968, helped import the career of Ombudsman to this nation in 33 fields because our middle level bureaucrats for years too easily kill the best needed innovations, if allowed to do so. It could happen here, if we ignore this warning.

The new types of centers now springing up through legislation, as brand new, are still overcostly, underefficient and already so hopelessly obsolescent, we wonder why officials have not recognized it. We need to avoid corruption of bureaucratic waste of taxpayers dollars. We call this the mouse trap syndrome, where we warn lest we build bigger and better mousetraps at a time when someone has already learned to eliminate the mice.

Community schools need primary, not secondary, innovations. They need more than the "cosmetic, easy" changes. . . .

Our NCL already-validated and accepted 1964 no-cost centers are still not available in 1973! "Ombudsman law suits" may become necessary, immediately, in "Show Cause Orders," or writs of mandamus to prevent waste and obsolescence.

At the rate that bureaucrats operate through their information or innovation-closure systems they may not even allow themselves to listen to such no cost centers by 1978. We find compulsive "filters" in the heads of middle level bureaucrats to avoid loss of present power, role or status. Even new Community Task Forces tend to congeal in power peck orders to resist change to prevent such "loss", in abuse of power. The N.C.L. and M.E.R.I.T.-recommended no-cost luxurious centers could easily take two decades or longer to get back after they were lost by bureaucrats in 1965, through power abuse or fear of inertia in bureaucracy.

Our environment can no longer tolerate such disastrously dangerous time lag of needed change.

In recent years, the National Ombudsman's Advisory for Community Service Learning experimentally developed the A.R.I.E. Units as a new educational tool. First A.R.I.E. Unit would set-up 160,000 environmental art classes, one for each school in the nation, at all levels from kindergarten through college.

The National Ombudsman Association expects to "simulcast" these environmental art classes on a national meeting on the air called a National Ombudsman Listen-In. On one day during the year we would have what will be called O-Day. For a single hour on O-Day the nation becomes a community through a massive use of its many media channels. Up to now only violence or disaster generally travels fast, as news.

The first O-Day will disseminate data of what was available and possible ten years ago for environmental art, and still is available. Almost ten years ago NCL recommended that there be creative and cooperative Community Service Learning Projects so student building CLS schools could help service residents from the cradle to senior citizens and this can be dramatically demonstrated on the first O-Day Listen-In for the nation.

Community school centers can easily be made from recycled waste with students learning as they build it. The centers can be so luxurious and beautiful and excellent that without such recycling, taxpayers in cities throughout the nation could not afford to have them.

Bureaucrats for almost ten years have filtered out these facts.

Under H.R. 972, without the simple changes we suggest, these environmental art classes will not get off the ground. The following is the first draft of a copy of a letter which will next week go to all the Governors of the nation. We hope that H.R. 972 will not cause obsoleted programs to be funded when the bill could be updated by a few simple sentences thus opening the door to Community School Facilities of today instead of for yesterday.

---

### Community Ombudsman Alert

The National Education Ombudsmen's Association is impressed with the efforts of government agencies and citizens' groups which have become concerned with

---

*Thousands of research volunteers working with the National Communication Laboratories and the Mass Education Resources Institute of Technics, Inc., led these two organizations to recommend a pre-school program for the War on Poverty, on June 30, 1964. However, our research volunteers hardly recognized the already obsoleted program called Headstart, when in 1965 it was launched finally by the O.E.O. N.C.L. and M.E.R.I.T., Inc., in 1964 had jointly recommended no-curfew, no-cost schools that could function creatively, effectively and efficiently as multi-purpose, multi-opportunity centers, operating continuously around the clock without overall cost.

environmental problems. We are, however, alarmed at the number of programs that are not fulfilling community needs in an optimum way even with a great expenditure of time and money. Indeed we too often now are in the unenviable position of "building better mousetraps" at a time when someone has learned how to eliminate the mice. It is no secret we now have a time lag of change of from 10 to 50 years or even longer.

NEOA is prepared to support a State Plan for Environmental Education only if it can tackle problems with total systems perspectives and the synergistic solutions of generalist, "ombudsmanship" approach which enables exposure of ALL INFORMATION THAT IS PERTINENT.

Research now confirms that it is likely that any audit or evaluation of environmental education resources in any area as well as dissemination of environmental information for planning may be able to be effective or efficient only in so far as it can fully utilize services of local and state specially trained environmental education ombudsmen. Only a brand new kind of communication and media technology expertise can now make better communities. This new kind of "know how" is basic training of the "Environmental Education Ombudsman."

Environmental Education Ombudsmen or Ombudswomen, specially briefed in less than a single day can become a new kind of communication technologist, not just to service, but able to prevent most environmental problems and complaints by exposing information more effectively for much more efficient community action.

We therefore support this State Plan for Connecticut only if there is included a full exploration of the potentials of the Environmental Education Ombudsman for all education levels. A new multi-disciplinary course can then be immediately instituted by Environmental Education Ombudsmen for all school levels providing a new type of curriculum of Community Services Learning experiences, to better solve environmental problems and even save taxpayer dollars.

---

STANDARDS FOR DEFINING THE SCHOOLDAY

SDE–402–01 (P)—HIGH SCHOOL

The official schoolday for each full-time pupil shall consist of not less than six (6) hours of scheduled classes and other guided learning experiences in high schools organized on a semester, quarter, or pentamester plan; and six and six-tenths (6.6) hours of scheduled classes and other guided learning experiences in high schools organized on a trimester plan.

(1) "Other guided learning experiences," within the meaning of this standard, are those educationally related uses of pupil time designed to augment the pupil's graded course of study which are planned cooperatively by the pupil, parent or guardian, and certified school personnel, and which are approved by the principal pursuant to district rules and regulations. Such experiences may be provided off the school campus.

(2) A full-time pupil, within the meaning of this standard, is one who participates in scheduled classes and other guided learning experiences for the duration of the official school day and is enrolled for a minimum of four (4) units of credit or the equivalency thereof.

(3) Lunch time, up to thirty minutes in length, may be included within the minimum time required.

INTERPRETATIVE AND EXPLANATORY INFORMATION

The standard defining the high school day is designed to permit school management to apply judgments to the learning needs of individual students. This section (P) places the opportunity for planning learning experiences which relate meaningfully to the varied needs and special interests of individuals and groups with school district personnel. Flexibility is provided to permit the inclusion of related off-campus learning experiences.

For purposes of interpretation:

(1) "Other guided learning experiences" are those uses of pupil time which are cooperatively identified and planned by parent or guardian, certified personnel and pupil and are intended to maximize learning opportunities. Final approval of the schedule is within the authority and responsibility of the high

school principal pursuant to rules and regulations as adopted by the District Board of Education or established by the Superintendent of Schools. Pupil schedules providing for "other guided learning experiences" off-campus shall include parental signature indicating approval and shall become a part of the permanent record of the pupil.

(a) *Employment.*—Employment related to the needs of the pupil and his in-school objectives is approvable.

(b) *Independent Study.*—Approved independent study may take place in a community center, laboratory, library, museum, university, or a similar location. Individual or small group projects, not considered regular "homework" assignments, would be in compliance. Regularly assigned "lessons" or "homework" traditionally considered as an integral part of the school experience are viewed as beyond the minimum school day and are not approvable.

(c) *Volunteer Work.*—Volunteer work in conjunction with such institutions as a community service agency, laboratory, library, museum or university is approvable.

(2) A high school pupil enrolled in less than a full-time program may be counted for school funding purposes on a part-time basis. For example, a pupil needing only two courses to graduate, could be enrolled for the two units of study. The remainder of his day would be available for employment or other useful pursuits. Such a pupil would be included for partial reimbursement in accordance with long-established procedures through the School Foundation Program.

EDB–401–01(1) JUNIOR HIGH SCHOOL

The official school day for each pupil shall consist of not less than six (6) hours of scheduled classes, individualized instruction, and supervised study in junior high schools organized on a semester, quarter, or pentamester plan; and six and six-tenths (6.6) hours of scheduled classes, individualized instruction, supervised study in junior high schools organized on a trimester plan.

(1) Lunch time, up to thirty minutes in length, may be included within the minimum time required.

EDB–401–02(F) ELEMENTARY SCHOOL

The official school day for each pupil shall consist of not less than five (5) hours, exclusive of noon recess, for scheduled classes, individualized instruction, and supervised study in elementary schools organized on a semester, quarter, or pentamester plan; and five and five-tenths (5.5) hours, exclusive of noon recess, for scheduled classes, individualized instruction, and supervised study in elementary schools organized on a trimester plan.

(1) The length of the official school day for a kindergarten pupil shall not be less than two and one-half hours.

---

[From the New York Daily News, March 12, 1973]

HIGH SCHOOL KIDS TO GET CREDIT IN OR OUT OF CLASS

(By Bert Shanas)

The city school system will change its requirements for the high school diploma starting in September with a major emphasis on unconventional study procedures ranging from independent student work to high school credit for travel.

Under the plan, which will affect about 285,000 students in the city's 94 academic and vocational senior highs, pupils will be encouraged to take part in new ways of learning and the schools will be ordered to become flexible enough to handle the change.

The requirements were sent to school officials last week by Chancellor Harvey Scribner after a year-long study by a special task force. Although the changes have not been made public, a copy of the rulings, dated last Thursday, has been obtained by THE NEWS.

Under the new guidelines, high schools will set up criteria for approving and granting credit for work done and knowledge obtained both in school and out, whether it is individually, in small group projects, or in class.

For example, a student may be able to get social studies credit if he works as an intern in a governmental agency for a semester; he may be able to get credit in communications and English if he interns on a newspaper; or a student who travels through Europe studying at art museums may pick up credit for that.

The program, which will go into effect starting with the graduating class of June 1974, sets stiff rules and guidelines that make the individual school principal responsible for enforcement.

"A professional accounting committee" composed of school staff members will be set up at all city high schools to make recommendations on what is acceptable, with student credit subject to the final say of the principal.

"Written agreements" or "contracts" between students and schools will be signed in some cases before a project is started for "the mutual benefit and understanding of students, parents and staff."

While the minimum academic requirements for the diploma will not change much, the new rules call for major flexibility and numerous options in the way a student will be able to meet those requirements. For example, a high school might give a student credit in English for independent writing; folk-singing might be accepted as a substitute for music appreciation.

The school system will no longer count courses in terms of "units" that last a full school year. To allow more flexibility in pupil programing, the schools will switch to a system of "credits" for a half year of work. Thus, the minimum requirements for a diploma will consist of 38 "credits" instead of 19 "units."

A student will be required to take three years of social studies instead of the present three and a half years, but economics will be required for the first time. There will be an extra half year required in either art, music or practical art, and physical education will still be required for seven terms—but no credit will be given for it.

Slightly more time will be given to elective subjects under the new system and for the first time a student may be able to specialize in physical education.

---

### Wastebasket Art Does Its Thing as Ecology Saver

(By George Thomas)

Let a few bread wrappers go to your head and you may achieve a low-cost "thing of beauty" that will help clean up your environment.

Or, if hats are not your "thing," make purses out of cigarette wrappers, decorative poinsettias out of used punch cards, hassocks from beer cans, and you may wind up an ecology hero.

They called it "recycled" or "environmental" art—a multi-purpose art form that is creating mounting excitement among legislators, educators, students and parents.

"It's very easy for anyone who can crochet," declared Rosalyn L. Switzen, of Uniouville, Conn., founder and chief of the year-old Environmental Art Institute.

Even if you can't crochet, she added during a recent visit to Fort Lauderdale, there are even easier products you can make.

#### Easier Projects Are Available

How about pillows stuffed with crimpled, re-expanding plastic bags, for instance? Or beds, ottomans, other furniture and toy animals eight feet tall and put together on the same principle?

Woven beach blankets and skirts are other items for the crochet set.

"Not to save the beautiful colors and designs created by topflight industrial artists and designers is a vast waste of energy and talent," she feels.

Even if the basic materials are recycled in such a way that color and design are lost, this is wasteful recycling, she said.

Ever since a two-week exhibit by the Institute in the foyer of the U.S. Office of Education late last spring, she reported, "hundreds" of visitors from throughout the U.S. have been asking for more of the same.

Specifically, she said they have signed petitions asking for environmental art classes in all schools at every educational level—and for creation of local, state and national environmental art advisory councils.

Miss Switzen, a former high school chemistry teacher who first proposed the nation's Head Start programs, has had an impressive 27-year record as a leader in innovative educational techniques.

Operating from her home town, she founded in 1945 the National Communication Laboratories and continued to run it until 1966.

Ironically, it was research for the laboratories that eventually laid them to rest and shifted Miss Switzen's energies into a related field that would eventually lead to recycled art.

This enterprise was and is engaged in the "science and art of learning founding in 1964 of M.E.R.I.T. Inc.—short for the tongue-twisting, almost undecipherable Mass Education Resources Institute of Technics.

This enterprise—was and is engaged in the "science and art of learning reinforcement."

Then came her idea for Head Start—which Miss Switzen insists, was stripped of most of its potential by "unimaginative" by the time it became law in 1965.

Mrs. Switzen, for example, envisioned a program for all ages—and schools that could be "built in a week" by teachers and students using recycled waste products.

From MERIT, too came her first acquaintance with the system of ombudsmen—complaint officers and red-tape snippers—which had been used successfully for many years in the Scandinavian countries but was little known in the U.S. before the '60s.

By late 1969 30 U.S. colleges had already hired ombudsmen. Mrs. Switzen founded the National Ombudsman Association (NOA) and went on radio and TV across the nation to promote this "common sense approach to humanising bureaucracy."

She also offered to use the research findings and facilities of MERIT—incorporated, with NOA P.O. Box 311, Unionville, Conn. 06085—and received a White House Conference of Youth grant to prepare 3,000 training kits for ombudsmen-to-be.

As these problem-solving specialists continued to multiply in 33 fields of activity—she proposed a 34th, environmental art, and formed that institute at the same address.

This last cause is absorbing most of her activity at present. She attended the National Association of Legislative Leaders in Miami last week, spoke at a breakfast session, and stayed for a two-day national meeting of lieutenant governors that ended Saturday.

At both meetings, she pressed for governor-appointed environmental art advisory councils and credit courses in this art form.

She hopes that Florida will take the lead in this, partly because she plans to move here, headquarters and all—possibly to Broward County—and partly because this state has already "piloted ombudsmen projects."

---

STATEMENT OF NATIONAL COMMUNICATIONS LABORATORIES, NEW YORK

In the early 40's, a single letter from a private citizen to the Secretary of Commerce helped establish our National Inventors' Council. Written by a patent attorney, it pointed out with regret that many practical inventions, some even vital for national defense, were being lost.

As the Council grew, over the years it was to give overdue recognition to the "way-out" inventors and to their much maligned, long suffering precocious brainchildren. In place of hasty labels of "impractical" even "crackpot," more than 5,000 inventions important to our national welfare were resurrected from their potential graveyards. . . . There are those who would go so far as to say that we might not have won the last war without such insurance. Many bold new ideas were no longer lost or delayed by the orderly and well-intentioned but deadly pigeonholes of normal bureaucratic chain-of-command.

Ideas thus saved ran a strange gamut, from milkweed substitutes for war-scarce kapok, to new kinds of mine detectors, and a generator that saved the bazooka for us. Other inventions even more important or bizarre were rescued from the hazards of "normal cultural lag."

With much regret, attention must now be called to a similar fate of oblivion that awaits many new ideas in another war—this time against poverty and its

many handmaidens. As we engage in logistics, seek consensus how best to deploy huge manpower forces and funds for the Great Battles ahead for the Great Society, this dangerous fact must be noted and spelled out in specific details for all the Poverty Warriors as late as April of 1968: We are losing most of the social inventions that are the bold new tools we desperately need if our war on poverty is to be really successfully waged.

Even today, the best of our new anti-poverty organizations institutionalize, as Task Force goes home, with role strictures that prevent continuous renewal. The good must now drive out the better, the best now almost impossible. Somehow, we have, with very good intentions, managed to have upset the Balance of Innovation. Like upsetting the Balance of Nature, we seem to be able to get rid of one pest, only to bring in another. Time was when private foundations could fund "the way out and less safe ideas," leaving the government to pick up the tab for "safer" projects. It is a desperate error to think that specialists who never before had a major change agent role can now suddenly expand their horizons fast enough to allow us to do anything but commit national major innovation suicide now.

The verifiable statement is made here that Operation Headstart probably could not have come just when it did to the War on Poverty without the June '64 N.C.L. recommendations at an OEO staff conference that we must bring to the poor and to the entire nation, OPERATION CRIBSTART. While these recommendations were carried orally to Sargent Shriver by his own top Task Force, final decision was left to the middle-level Administrators unfortunately and inadvertently.

On November 11, 1964, after a fourth time to offer testimony, the director of N.C.L. was told at 4:00 PM. she had wasted her time coming to Washington to recommend Pre-school programs for there would be no such action contemplated by a War on Poverty, organized only for Job Corps and teen-agers. This was said not by Mr. Shriver, who had already shown interest. Not by Task Force, where the N.C.L. program was validated. By middle echelon decision makers, who cannot handle "way-out" innovation.

As N.C.L. predicted in June 1964, Pre-school became important, in 1965.

We need now to take a new, long, hard look again with 20-20 hindsight, at the rest of the historic N.C.L. recommendations given to OEO and accepted in June of 1964 by Task Force, which were sieved out, by bureaucratic fiat in November of 1964.

Recreation areas and school playgrounds, and community areas, it was suggested, should be scientifically educationally programmed for slums to give really upgraded country club atmosphere and automatic play learning, could provide optimum community problem solving through new types of multi-purpose one-stop community centers educationally optimated, even run as profit-making businesses. Such revolutionary places as cafeterias, laundramats, even general stores were suggested for such new types of centers. Emphasis would be on automation of learning, so that specially trained programmed-play-learning aides could be free to act as counsellors rather than teachers. Hundreds of thousands of jobs could be developed, through production of new types of educational services and products, for this Operation Cribstart, as it was proposed then.

This is even more true today.

Regretably this is a program not implemented yet, though it would indeed provide more needed services for the poor, for much less money, than present programs contemplated or in action.

Here, again, the good is driving out the better, also the best.

We need to take another look too at the N.C.L. vest pocket park recommendations in '63 which led to the vast open-space program in '65. We need to be reminded that not just "parks," but programmed play learning automatically-planned parks were then proposed. These are still not on the national scene though they would have cost much less, looked much better, and produced infinitely more.

We need, perhaps, most of all, to be reminded that N.C.L. suggested that it did not cost much money, only seed money. Above all, we need to heed the warning sounded then, that a 43 billion dollar annual informal academic grapevine can be properly harnessed to formal education, only if we have a national informal education laboratory systems approach.